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ABSTRACT

This is the fourth annual report on New York State's schools written pursuant to legislation enacted in 1987. As in previous years, there is a bimodal curve of achievement, with students in affluent suburban areas doing better than those in concentrated pockets of poverty, particularly in cities. A statistical portrait of the elementary and secondary system is presented, using the most current available data. This volume displays information about public and non-public schools for the state as a whole and for five public school categories covering cities, the suburbs, and rural areas, and for two non-public school areas in New York City and elsewhere. Information is provided on: (1) enrollment trends; (2) resources; (3) participation rates in various programs; (4) student performance, including standardized test performance; (5) attendance and high school completion; and (6) postsecondary education and employment. The patterns of inequality of educational outcomes and the breadth of these inequalities between minority and non-minority children have not changed since this report was first published in 1988. Included are 91 figures and 100 tables of data about New York schools. (SLD)

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THE STATE OF LEARNING

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A Report to the Governor and the Legislature on the Educational Status of the State's Schools: Submitted February 1992

The University of the State of New York • The State Education Department
Albany, New York 12234

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Statewide Profile of the Educational System

NEW YORK

THE STATE OF LEARNING

**A Report to the Governor and
the Legislature
on the
Educational Status of the
State's Schools**

STATEWIDE PROFILE OF THE EDUCATIONAL SYSTEM

The University of the State of New York/The State Education Department
Albany, New York 12234
February 1992

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Project Director
MARTHA P. MUSSER, **Associate, Fiscal Analysis & Services**

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PREFACE

This is the fourth annual report on the state of the State's schools written pursuant to legislation enacted in 1987. The reader of the series will find that this year's numbers have changed somewhat. The pattern has not.

Once again we see a bimodal curve of achievement, with students in affluent suburban areas doing reasonably well and students living in concentrated pockets of poverty, especially our large cities, doing poorly. Once again we see a strong link among poverty, minority status, and lack of achievement. Once again we see that students with the greatest needs often have the fewest educational resources.

Bespeckling this dismal picture are spots of hope. Scores on tests of certain basic skills have risen. The annual dropout rate has declined, albeit slightly. New York State students tend to distinguish themselves on such national measures as Advanced Placement examinations and Westinghouse Scholarships. And here and there, obscured by the report's statistical averages, lie individual schools where great educational gains are being made against great odds — schools which we increasingly are identifying and bringing to the attention of the public and school practitioners throughout the State.

These positive developments need to be nurtured and extended. But what the data contained in this report make abundantly clear is the urgent need to improve learning results for all our children, and most especially for those many who live in poverty. A society which fails to invest adequately in its children — financially, yes, but also with time and attention and discipline and love — cannot long prosper. And a society that continues on a divided course risks the loss of its common soul.

During the past year the Regents have developed, in broad consultation with people throughout the State, a new approach to improving elementary and secondary education results in the 1990s — an approach called *A New Compact for Learning*. As this report goes to print, steps to implement the principles of the New Compact are well under way. Let us hope that future reports will reflect the positive outcomes of these efforts.

One tenet of the Compact is that "It takes the whole village to raise a child." We are all part of the village, and in one way or another we all affect the environment in which our children grow and learn. The Regents and the staff of the State Education Department look forward to working in partnership with all New Yorkers to produce for children the learning results they and we so sorely need.

Martin E. Barell

MARTIN C. BARELL
Chancellor, Board of Regents

Thomas Sobol

THOMAS SOBOL
President of The University of
the State of New York and
Commissioner of Education

BOARD OF REGENTS—REPORT TO GOVERNOR, PRESIDENT PRO TEM OF SENATE AND SPEAKER OF ASSEMBLY—EDUCATIONAL STATUS OF STATE'S SCHOOLS

Memoranda relating to this chapter, see Legislative and Executive Memoranda, post

CHAPTER 655

Approved and effective Aug. 5, 1987

AN ACT to amend the education law, in relation to providing for the annual submission by the regents of the university of the state of New York to the governor and the legislature of a report on the educational status of the schools

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

§ 1. Legislative findings. The legislature hereby finds that the state annually devotes extensive resources to education and that it is important to insure that such resources are spent effectively and efficiently. Accordingly, the legislature determines that the board of regents should submit to the governor, the president pro tem of the senate and the speaker of the assembly an annual report setting forth the educational status of the state's schools. This report will assist the governor and legislature in assessing the efficacy of the many educational programs supported by the state.

§ 2. The education law is amended by adding a new section two hundred fifteen-a to read as follows:

§ 215-a. Annual report by regents to governor and legislature

The regents of the university of the state of New York shall prepare and submit to the governor, the president pro tem of the senate, and the speaker of the assembly, not later than the first day of January, nineteen hundred eighty-nine and the first day of January of each year thereafter, a report concerning the schools of the state which shall set forth with respect to the preceding school year: enrollment trends; indicators of student achievement in reading, writing, mathematics, science and vocational courses; graduation, college attendance and employment rates; such other indicators of student performance as the regents shall determine; information concerning teacher and administrator preparation, turnover, in-service education and performance; and such other information as requested by the governor, the president pro tem of the senate, or the speaker of the assembly. To the extent practicable, all such information shall be displayed on both a statewide and individual district basis and by racial/ethnic group and gender. The regents are authorized to require school districts, boards of cooperative educational services and nonpublic schools to provide such information as is necessary to prepare the report. In preparing the report, the regents shall consult with other interested parties, including local school districts, teachers' and faculty organizations, school administrators, parents and students.

§ 3. This act shall take effect immediately.

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NEW YORK: THE STATE OF LEARNING

A Report to the Governor and the Legislature
on the Educational Status of the State's Schools

February 1992 Edition

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NEW YORK: THE STATE OF LEARNING

A Report to the Governor and the Legislature
on the Educational Status of the State's Schools

EXECUTIVE SUMMARY

Section 215 of Education Law, as amended by Chapter 655 of the Laws of 1987, requires the Board of Regents and the State Education Department to submit an annual report on the educational status of the schools in the State to the Governor and the Legislature. The report is intended to assist in assessing the effectiveness of State-supported educational programs.

By law, the report must address "enrollment trends; indicators of student achievement in reading, writing, mathematics, science and vocational courses; graduation, college attendance and employment rates; . . . [and] information concerning teacher and administrator preparation, turnover, in-service education and performance." The law further requires that all such information shall be displayed — to the extent practicable — on both a statewide and individual district basis and by racial/ethnic group and gender.

This, the fourth annual report, presents a statistical portrait of the elementary and secondary education system. The most current data available are reported. For performance measures, enrollment, and professional staff characteristics, the data are generally for 1990-91; for fiscal resources, attendance, and high school completion, for 1989-90. The report is organized into two volumes. This volume, *Statewide Profile of the Educational System*, displays information about public and nonpublic schools for the State as a whole and for five public school categories — New York City, Large City Districts, Other City Districts, Suburban Districts, and Rural Districts — and two nonpublic school categories — New York City and Other Nonpublic. The second volume, *Statistical Profiles of Public School Districts*, displays comparable data for individual districts and summary data for the five public school categories.

The data highlighted in the publication were selected in accordance with the specific mandates of Section 215-a of Education Law. Of course, other data regarding student performance, instructional programs, and resources need to be considered to develop a fully comprehensive profile of the State's schools. However, these two volumes provide sufficient information to discern important patterns of participation and achievement. The major findings of the report follow.

Introduction

The current report, like previous reports, documents wide variations in student achievement among districts in New York State. These variations are associated with differences in the social and economic context within which districts operate. Some districts have disproportionate numbers of children whose families live in poverty or for whom English is a second language. Children who come to school with these disadvantages are more likely than others to have poor schooling outcomes. This result, however, is not inevitable. All children can learn given appropriate instructional, social, and health services. The fact that so many of our children are not learning attests to our failure to provide these necessary services. Consequently, the report describes not only the differences among schools in

student achievement but also differences in demographic characteristics and in fiscal and personnel resources. These analyses reveal that those children who are most at-risk of school failure received fewer resources than their more advantaged peers.

This chapter addresses minority enrollments, concentration of students in poverty, school student stability, and the prevalence of limited English-proficient students to provide a context for describing and understanding differences among these school categories in enrollment trends, resources, participation, performance, school completion, and college-going rates.

In fall 1990, New York State's public school system included 718 districts, 3,971 schools, and 2,547,258 students. Approximately one-half of these students attended urban schools; the other half attended suburban and rural schools. An additional 477,107 students attended 2,194 nonpublic schools.

School districts varied widely in the racial/ethnic (minority) composition of their students. Suburban and Rural Districts enrolled the smallest percentages of minority students; New York City, the largest. Minorities constituted 80.9 percent of New York City's public school enrollment, compared to 16.1 percent of public enrollment elsewhere. Statewide, the majority of public schools had less than 20 percent minority enrollment; seven percent of minority students attended such schools. Most minority students (62 percent) attended schools with relatively few nonminority students.

The circumstances associated with poverty — poor health care, insufficient nutrition, deficient housing or homelessness, and inadequate day care — are strongly associated with lower levels of academic achievement. Some schools in New York State have very large percentages of children who, according to the principal's judgment, come from families receiving public assistance. Across the State, almost 23 percent of public school students attended schools with concentrated poverty; that is, where 41 percent or more students came from families receiving public assistance. These schools were more likely to be in urban than in Suburban or Rural districts. Further, minority students were more likely than nonminority students to attend schools with concentrated poverty. Despite the fact that schools cannot control the economic situation of their students, this report documents the relationship between poverty and achievement for two reasons. First, we have a responsibility to ensure that all children learn, regardless of their family circumstances. Second, we hope that the documentation of this relationship will inspire solutions that will remove children from the devastating circumstances of poverty.

Another indicator of student poverty status and its relative concentration is the number of applications for the free- and reduced-price lunch program. Across the State, 1,439 public schools (39.6 percent) had relatively low concentrations of poverty by this measure; fewer than 20 percent of their students applied for the free- and reduced-price lunch program. On the other hand, 484 schools had exceptionally high concentrations of poverty; 81 percent or more of their students applied for the program.

One obstacle to educational progress is frequent transfers between schools. Moreover, schools that have many children transferring in and out during a school year have more difficulty meeting students' individual needs than do schools with stable enrollments. Therefore, educators are concerned about achievement in school with unstable enrollments. A school's student stability rate is estimated by the percentage of students in its highest grade who were also enrolled in the same school during the previous year. Statewide, 28 percent of schools had unstable enrollments; that is, 80 percent or fewer students had been enrolled the previous year.

Language-minority students come from diverse ancestries and linguistic backgrounds. Some language-minority students understand and speak little or no English, while others may be proficient in

English. Language-minority students are identified as limited English proficient (LEP) if they score below the fortieth percentile on an approved language-assessment instrument. Statewide, 5.6 percent of students — 149,514 public school students and 18,694 nonpublic school students — were identified as limited English proficient in 1990-91. LEP students were concentrated in New York City where public and nonpublic schools enrolled 81 percent of all identified LEP students in the State.

Enrollment Trends

During the 1990-91 school year, 3.02 million students were enrolled in the State's public and nonpublic schools. Approximately 2.55 million (more than 84 percent) attended public schools; the remaining 15.8 percent attended religious and nonsectarian nonpublic schools.

Total public and nonpublic school enrollment declined by 29 percent between 1970 and 1990. A reversal of this two-decade trend began in 1990-91 when public school enrollments increased by 31,000 students. The upward trend in public school enrollments is expected to continue through the decade, while nonpublic school enrollments are expected to continue to decline.

The minority share of the total public and nonpublic enrollment has increased. Between fall 1970 and fall 1990, the percentage of minority enrollments in the public schools increased from slightly over 25 percent to almost 40 percent. In nonpublic schools, minority enrollments during the same period more than doubled (from 12.8 percent to 30.0 percent). While the Black enrollment share in public schools did not increase as much as that of other minority groups, Blacks had the largest percentage increase in nonpublic schools.

Resources

Education may be the nation's largest enterprise in terms of the number of people involved (teachers, students, and others), the investment of time, and the fiscal resources required to operate it. In New York State alone, elementary and secondary education is a $19-billion industry; but resources available to individual districts vary significantly across the State. This discrepancy is important because a district's fiscal capacity determines its ability to acquire the resources that most directly affect instructional quality — personnel, instructional materials, and equipment.

Public School Finance. During 1989-90 (the most recent year for which complete data are available), approximately $19.3 billion were expended to support public elementary and secondary education in New York State. Of the total revenues generated, 41.5 percent were from State sources, 54.9 percent from local revenues, and 3.6 percent from Federal revenue sources. From 1985-86 to 1989-90, State aid increased $2 billion (or 34 percent). Those increases occurred prior to unprecedented reductions in the middle of the 1990-91 school year, which will be described in next year's report.

There were dramatic differences among school districts in expenditures per pupil in 1989-90. Statewide, the median district expenditure was $6,045, while the districts at the 10th and 90th percentiles spent $5,099 and $10,105. Expenditures in upstate Suburban, Rural, and Other City Districts were very similar. Their median expenditures varied from $5,678 in the Rural Districts to $5,786 in the upstate Other City Districts. Expenditures in downstate districts were much higher. The median downstate Suburban and Other City Districts spent $9,742 and $10,340, respectively. In contrast, the expenditure per pupil in New York City, $6,609, was substantially less than the expenditure per pupil in the districts at the 10th percentile in other downstate categories.

Public School Teachers and Administrators. Classroom teachers and school administrators are the persons most responsible for establishing expectations for students and for transmitting to students the knowledge, skills, and aspirations needed for academic success. The interaction between students and teachers is the core of the teaching-learning experience.

New York State's teaching force had a median of 16 years' professional experience. Teachers were also highly credentialed; three-quarters of classroom teachers held permanent certification, and almost 30 percent had either a master's degree plus 30 credit-hours or a doctoral degree. Classroom teaching continued to be a female-dominated profession; two-thirds of the State's teachers were women. Males, in contrast, held a significantly greater percentage of administrative leadership positions. Almost 94 percent of all public school superintendents were males.

Statewide statistics disguise important differences among school categories. Median teacher salaries ranged from a low of $33,503 in the Rural Districts to $45,765 in the Suburban Districts. On every teacher characteristic analyzed, except postsecondary credentials, New York City teachers were, on average, the least qualified among school categories. New York City had the largest percentage of unlicensed teachers, the least experienced teachers, and the highest teacher turnover rate. Suburban Districts, in contrast, had the most experienced teachers, the fewest uncertified teachers, and the least teacher turnover.

While the percentage of minorities among the State's public school professional staff has increased, the racial/ethnic distribution of teachers and other professional staff was not yet comparable to that of their students. Minority professionals, like minority students, were concentrated in urban schools.

In general, schools with higher percentages of minority students had less experienced teachers, and more teachers who lacked certification in the subjects they taught, and such schools also experienced high teacher turnover rates. The vast majority of high-minority schools were located in New York City. While the City employed the highest percentage of teachers with educational credentials beyond the master's degree, City schools with the largest minority enrollments had the lowest percentage of these teachers. Further, while the average New York City salary was higher than the State average, teachers in the highest minority City schools earned the lowest average salaries in the district. Statistical analyses demonstrated that teacher qualifications such as experience, certification, and education were significantly related to learning as measured by the grade 3 reading PEP test.

Equipment and Materials. Although education and training comprise our nation's largest information industry, instruction has remained relatively unchanged by the forces that have reshaped other parts of our economy engaged in the transfer of information. New technologies make it possible to consider real improvements in the productivity of both teaching and learning by allowing teachers to tailor instruction to students' individual needs and interests. A recent survey found that teachers who used computers in instruction believed that computers can reform the classroom. Few schools, however, had even begun to tap the full potential of microcomputers to enrich and reform instruction.

Statewide, schools owned one microcomputer for every 14.4 public school students. By school category, the ratio of students to microcomputers varied from 19.6:1 in New York City public schools to 10.7:1 in the Rural Districts. Similar discrepancies existed for other media equipment, such as video recorders/players, televisions, and library books.

Participation Rates

The changing composition of the State's school system brings into sharp focus issues of educational equity. It is essential for any assessment of school effectiveness to examine the success of schools in providing all students — regardless of race, ethnicity, gender, or disability — not only the opportunity to participate in the widest range of high-quality educational programs, but also the support and resources needed to succeed in these programs.

Prekindergarten programs are essential to ensuring that all children come to school ready to learn. Between 1970-71 and 1990-91, enrollment in prekindergarten programs operated by public and nonpublic schools expanded significantly. In 1970-71, seven percent of the State's four-year-old population were enrolled in these programs. Twenty years later, the enrollment had increased to more than a quarter (29.7 percent) of that population. In 1990-91, minority students were underrepresented in prekindergarten programs in the Big 5 cities. Fewer than 54 percent of the children enrolled in prekindergarten programs (compared with 80.9 percent of the public K-12 enrollment) in New York City were from minority backgrounds. In the other Big 5 city districts, fewer than 50 percent of children enrolled in prekindergarten were minority, while 60.6 percent of the public K-12 enrollment were minority.

Currently, New York State's public schools participate in three programs intended to provide supplemental instruction to students determined not to be making satisfactory academic progress: the federally-funded Elementary and Secondary Education Act (ESEA) Chapter 1 program, and the State-supported programs for Pupils with Special Educational Needs (PSEN) and Pupils with Compensatory Educational Needs (PCEN). More than 375,00 students (14.7 percent of the K-12 public school population) received Chapter 1 services during 1990-91, while PSEN and PCEN programs served more than 14 percent of State public school students.

Since the mid-1970s, there has been a significant increase in enrollment in special-education programs operated by public school districts. Last year, over 277,000 students, or 10.8 percent of all public school students statewide, were enrolled in special education, compared to 6.3 percent in 1975-76. These increases are largely attributable to Federal and State legislative initiatives, court decisions, and changes in State Education Department policy.

The mandates to provide children with disabilities the program services that best meet their unique needs and to provide these services in the least restrictive way have caused schools throughout New York State to develop a continuum of special-education programs in regular and self-contained classrooms. Evidence cited in this report shows a severe overrepresentation of Black and Hispanic students in self-contained special-education classrooms. At the secondary level, where this overrepresentation is more pronounced, Black students were 4.5 times as likely (and Hispanics were 4.0 times as likely) to be enrolled as Whites.

Passing Regents examinations is one indicator of success in a rigorous course of study. Therefore, the degree to which all secondary students have access to and take Regents examinations is an important issue of educational equity. An analysis of the rates at which students from schools of varying minority composition participated in Regents examinations shows a discouraging pattern: as the percentage of minorities enrolled in a school increased, the percentage of students participating in all Regents examinations decreased. Generally, higher percentages of students in nonpublic schools than public schools took Regents examinations.

Statewide enrollments in occupational education declined throughout the 1980s, from about 343,000 in 1982-83 to over 308,000 in 1990-91. Almost all the decrease is due to smaller enrollments in occupational-education programs operated by public school districts outside New York City. Minorities were somewhat overrepresented in these classes; 47 percent of enrollments were minority. Male students continued to dominate occupational-education programs in the trade and technical fields and agriculture, while females were concentrated in business, health, and home economics programs.

Student Performance

State Testing Program. In New York State, the primary statewide measures of student performance in the elementary grades are the Pupil Evaluation Program (PEP) tests and the Program Evaluation Tests (PETs). Information about student performance in secondary schools is provided by the Regents Competency Tests (RCTs), the Occupational Education Proficiency Examinations, Regents examinations, and several national programs.

Statewide, larger percentages of students scored above the State reference point in 1991 than in 1987 on four of the five PEP tests. Performance on the grade 3 reading test has not improved. Statewide, 18.5 percent of third-graders could not comprehend the simplest, connected sentences. In 1991, on both the grades 3 and 6 mathematics tests, there was a reversal of the upward trend maintained between 1987 and 1990. In every school category, fewer children scored above the SRP in 1991 than in 1990. Performance varied among school categories. While the New York City schools accomplished the largest increases over the five-year period in the percentages of students scoring above the SRP, they still had the smallest percentages of students meeting these criteria. Statewide, in 1991 the percentage of students scoring above the SRP in nonpublic schools was somewhat greater than the comparable percentage in public schools on every PEP test except writing.

The Regents Action Plan mandated the creation of tests to evaluate the effectiveness of instructional programs in elementary science and social studies as well as middle school social studies. The differences among school categories on the Program Evaluation Test in science were relatively small; the differences in social science were somewhat greater.

The Commissioner's Regulations stipulate that all pupils must demonstrate competency in reading, writing, mathematics, science, global studies, and U.S. history and government to earn a high school diploma. About half the pupils graduating from high school each year demonstrate competency in these areas by passing Regents examinations. The Regents Competency Tests (RCTs) were established as a mechanism for students not participating in Regents courses and examinations to demonstrate competency. The RCTs are also used to identify students in need of remediation. While the percentage of students passing the RCTs varied according to the subject matter, the pattern of performance differences among school categories was consistent. On every RCT, the Rural Districts had the largest percentage of test-takers passing followed in descending order by the Suburban, Other City, Large City, and New York City Districts. On every RCT, the nonpublic schools had larger percentages of tested students passing than the Large City Districts but fewer than the Rural Districts. These differences among school categories may reflect differences in policy as to whether students in Regents courses take RCTs as well as Regents examinations.

For more than a century, Regents examinations have been an important component of high school education in New York State. Examinations are given in approximately 20 subjects, and more than a million examinations are taken by students annually. About 60 percent of pupils in grades 9 through 12 take at least one Regents examination in a typical school year. The examinations serve several purposes:

to establish and maintain educational standards by defining important outcomes of instruction in the most commonly studied high school subject; to help motivate student achievement; and to provide teachers with valid and reliable final examinations. The percentage of public school average enrollment passing Regents examinations in foreign languages has increased dramatically over the last five years, from 38.3 percent in 1987 to 53.6 percent in 1991. Smaller increases occurred on the earth science and global studies examinations. Again, as with the PEP tests and the RCTs, New York City schools generally had the lowest percentages of average enrollment taking and passing Regents examinations.

In 1990-91, there were consistent differences in performance among schools according to school category. On almost all measures, New York City and the Large City Districts had the smallest percentages of successful students. Performance also varied among schools of differing racial/ethnic composition. Students in schools with high percentages of minority students performed less well than those in schools with lower percentages of minorities. Similarly, schools with large percentages of students from families on public assistance had the smallest percentages of students who were successful on two tests selected for analysis: the grade 3 reading PEP test and the Regents comprehensive English examination. A second analysis of performance on the grade 3 reading PEP test showed that students from schools with the least stable enrollments were least successful on this test.

The performance of males and females also varied. There were few differences at the elementary level, but, at the secondary level, a larger percentage of average female than average male enrollment passed seven of eight selected Regents examinations; the exception was physics.

Other Measures. Two national assessments of eighth-graders, the National Assessment of Educational Progress (NAEP) and the National Education Longitudinal Survey of 1988 (NELS:88) compared the achievement of State students with national averages. The NELS:88 assessment included tests of reading and mathematics proficiency. New York State students were slightly superior to national students in that a smaller percentage were judged to lack basic reading and/or mathematics proficiency and a slightly larger percentage were judged to have advanced proficiency in these areas.

The NAEP study examined eighth-grade mathematics proficiency. The average proficiency of New York State students was exactly at the national mean, despite the fact that the State had 29 percent of students falling in the disadvantaged urban category compared with 10 percent nationally. In the Extreme Rural and "Other" categories (56 percent of the New York sample), State students achieved higher means than students nationally.

Students who participate successfully in Regents courses and examinations are eligible to receive Regents diplomas. Between 1989 and 1991, the percentage of students receiving Regents diplomas increased from 35.4 percent to 37.4 percent. This slight increase followed a dramatic decline of 14 percentage points between 1988 and 1989. A survey of school principals suggested that this decrease related to more rigorous graduation requirements initiated with the Regents Action Plan.

New York State students were well represented in national programs of student achievement. While New York State accounted for 7.1 percent of all graduates nationwide, students in New York State wrote approximately 18 percent of the Advanced Placement examinations, comprised more than 10 percent of the students commended by the National Merit Scholarship Program, constituted 42.7 percent of the winners in the Westinghouse Science Talent Search, and scored 12 points higher than the national average on the combined College Board Achievement Tests.

Attendance and High School Completion

Dropping out of school continues to be a matter of grave concern for educators and the public. Given our increasingly complex and technological economy, young people who do not complete high school are at a severe lifelong disadvantage in gaining productive employment and maintaining economic self-sufficiency.

School completion can be measured using several different methodologies: annual dropout rate, graduation rate, and cohort graduation and retention rate. Each approach has advantages and disadvantages. The annual dropout rate is highly reliable, but represents only a one-time snapshot. The graduation rate provides a longitudinal statistic, but rarely includes students who complete high school through means other than the traditional program and does not account for student migration across school district boundaries. The cohort retention rate provides a reliable estimate of the magnitude of the dropout problem over time; but it is difficult to track students who leave school, and such studies are expensive.

While the New York State annual dropout rate declined during the first half of the 1980s, the first appreciable improvement since then occurred between 1988-89 and 1989-90. In 1989-90 (the most recent year for which data are available), over 36,000 young people (4.9 percent of the 9-12 enrollment) left school without graduating compared with over 41,000 students (5.3 percent) the previous year. The high school graduation rate has changed very little since 1980-81. From a longer perspective, the annual dropout rate has shown only a 0.8 percent improvement since 1970-71, and the graduation rate is 7.6 percentage points lower than it was in that year. While cohort retention statistics are not available for all schools across the State, the New York City Board of Education does track cohorts of students who enter ninth-grade together. Their study of the class of 1986 concluded that, seven years after entering the ninth grade, 28.3 percent of the students followed throughout high school, and beyond, were dropouts and 57.3 percent had completed high school; the remainder had transferred out of the district.

In New York State, public schools with the largest concentrations of minority students and students from families receiving public assistance had the lowest annual attendance rates and the highest dropout rates. In contrast to the statewide decline, the annual dropout rate in these schools increased between 1988-89 and 1989-90. In part, because these poor and minority children are concentrated in urban classrooms, schools in the Big 5 cities had consistently higher dropout rates than other public schools.

Postsecondary Education and Employment

Two desired outcomes of elementary and secondary education are enrollment in postsecondary education and productive employment. Therefore, the quality of elementary and secondary education can, to some degree, be measured by the number of students who enroll in and complete postsecondary education programs and by the number of students who successfully compete in the job market.

Over 985,000 persons pursued some form of degree-credit postsecondary education during 1990-91 at colleges and universities in New York State. The State's college-going rate remained high: in 1990-91, almost eight out of ten high school graduates intended to pursue some form of postsecondary education. The college-going rate was higher for graduates of nonpublic schools, in general, than for graduates of public schools, and among public school categories, it was higher for New York City and suburban students than rural students. The relatively low college-going rate of rural students is of particular concern, since, among public school categories, rural schools generally had the second highest percentage of average enrollment passing Regents examinations.

During 1990-91, the State's postsecondary institutions awarded almost 173,000 degrees. Overall, the percentage of minorities receiving degrees has increased at all levels of postsecondary education since the late 1970s. In general, however, as the degree level became more advanced (from associate through doctoral degrees), the percentages of Blacks and Hispanics receiving degrees decreased. In 1989-90, females earned more than 50 percent of degrees at every level except the doctorate and first professional. While women earned only 47.1 percent of doctoral degrees, and 41.7 percent of first-professional degrees, these shares represented significant increases over the decade.

National statistics show that the transition from adolescent dependence to economic self-sufficiency through employment is problematic and prolonged for many youth. Young people have higher unemployment rates and earn lower wages than older workers. Among young people, Whites have higher labor-force participation rates and lower unemployment rates than their minority peers. Young people who do not complete high school compete at a great disadvantage in the labor market; they tend to have higher unemployment rates, to earn less, and to work at jobs with poorer working conditions than high school graduates.

Conclusion

The information presented in this report shows that certain subgroups of our student population were disproportionately represented on the various measures of academic success and failure. Large urban school districts, where schools with large percentages of minority and poor children were concentrated, continued to place below other districts on almost all measures of academic performance. The urban districts also had fewer resources and less qualified teachers, by several measures, than other districts. The patterns of inequality of educational outcomes and the breadth of these inequalities between minority and nonminority children have not changed since this report was first published in 1988. Consistent with the principles of The New Compact, there is a clear and compelling need to close this gap while simultaneously lifting the entire enterprise to higher levels of accomplishment.

CHAPTER I: INTRODUCTION

In 1990 the Regents committed themselves to *A New Compact for Learning* to improve public elementary and secondary education results in the 1990s. The Compact has been endorsed by representatives of the groups critical to its success — educators, public officers, business leaders, parents, and students. The Compact responds to a growing consensus for fundamental changes in the ways we organize and operate elementary and secondary schools — a new approach which continues and extends the effective things we are already doing, integrating them with new efforts in a single, comprehensive plan. Building upon the 1984 *Action Plan to Improve Elementary and Secondary Education Results in New York*, the Compact focuses on results, promotes local initiative, and empowers people at all levels of the system.

The Compact begins with a reaffirmation of the goals for students that were established under the Regents Action Plan. These goals call for individuals who have developed their intellectual, emotional, and physical powers to the fullest; who are aware of their situation in society, in the environment, and in history, and are committed to deepening that awareness; who understand how knowledge is developed, and are increasingly familiar with the major domains of human learning; who have acquired the skills, knowledge, and values needed for effective participation in society; who appreciate the arts through which we express and elevate the human condition; and who are prepared for life in a diverse society and a multicultural world.

In addition to reaffirming the 1984 goals, the Compact sets strategic objectives to focus our efforts and enable us to measure our progress. This report provides indicators of school performance to inform us about our progress in achieving these objectives. The objectives are listed below.

STRATEGIC OBJECTIVES

1. *All children will come to school ready to learn.*

2. *All children will read, write, compute, and use the thinking skills they need to continue learning by the time they are in the fourth grade or its equivalent.*

3. *At least 90 percent of all young people will earn a high school diploma by age 21.*

4. *All high school graduates will be prepared for college, work, or both.*

5. *All high school graduates will demonstrate proficiency in English and another language; in mathematics, the natural sciences, and technology; in history and other social sciences; and in the arts and other humanities.*

6. *All students will acquire the skills and knowledge needed for employment and effective citizenship.*

7. *All students will demonstrate commitment to the core values of our democratic society and knowledge of the history and culture of the major groups which comprise American society and the world.*

8. *Students of both genders and all socioeconomic and racial/ethnic backgrounds will show similar achievement on State assessment measures.*

The current report, like previous reports, documents wide variations in student achievement among districts in New York State. These variations are associated with differences in the social and economic context within which districts operate. Some districts have disproportionate numbers of children whose families live in poverty or for whom English is a second language. Children who come to school with these disadvantages are more likely than others to have poor schooling outcomes. This result, however, is not inevitable. All children can learn given appropriate instructional, social, and health services. The fact that so many of our children are not learning attests to our failure to provide these necessary services. Consequently, the report will describe not only the differences among schools in student achievement but also differences in demographic characteristics and in fiscal and personnel resources. These analyses reveal that those children who are most at-risk of school failure receive fewer resources than their more advantaged peers.

This report provides statistics for broad categories of similarly situated schools as well as statistics based on all State students, schools, and districts. Public schools are divided into five categories, defined by school district: the New York City, Large City, Other City, Suburban, and Rural Districts. Two nonpublic school categories are also described: nonpublic schools in and outside New York City. Figure 1.1 is a State map showing the location of districts within each public school category. (Descriptions of the public school categories can be found in Table 1.1 and the category membership of each district is indicated in the accompanying volume, *Statistical Profiles of Public School Districts*.) In addition to displaying data by school category, as appropriate, data are displayed according to school racial/ethnic composition, school poverty status, school student stability, and gender. The most current data available are reported. For performance measures, enrollment, and professional staff characteristics, the data are generally for 1990-91; for fiscal resources, attendance, and high school completion, for 1989-90.

CHARACTERISTICS OF SCHOOL CATEGORIES

In this chapter, information is provided for each category about the number of member districts, schools, and students; minority composition; poverty; student stability; and limited-English-proficient population. This information provides the context for describing and understanding differences among these school categories in enrollment trends, resources, participation, performance, school completion, and college-going rates.

Table 1.2 shows that in fall 1990 there were 718 districts, 3,971 schools, and 2,547,258 students in New York State's public school system. Approximately one-half of these students attended urban schools; the other half attended suburban and rural schools. The Suburban-District category contained the largest number of districts (429 or 59.8 percent), the most schools (1,815 or 45.7 percent), and the greatest enrollment (1.03 million or 40.4 percent). Almost as many children (0.93 million or 36.6 percent) attended New York City public schools, however, as attended suburban schools. An additional 477,107 students attended 2,194 nonpublic schools. In New York City, 22 percent of students attended nonpublic schools, while in the rest of the State, the figure was 11.5 percent.

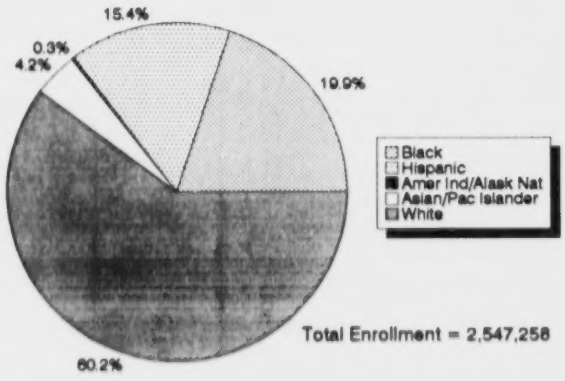
Figure 1.1
Map of Public School Districts Showing
School Category Membership
New York State
1990-91

Racial-Ethnic Composition of Schools

White students constituted a small majority (less than 62 percent) of students attending public and nonpublic schools in New York State in fall 1990. The largest group of minority students were Black (19.1 percent), followed by Hispanics (14.9 percent), Asian and Pacific Islanders (4.1 percent), and American Indians and Alaskan Natives (0.2 percent). The racial/ethnic composition of the public school enrollment is very similar to that in the total State enrollment. The public percentages are shown in Figure 1.2 and provide a basis for later comparisons of the racial/ethnic composition of enrollment in particular programs with that in the State public enrollment.

School districts varied widely in the racial/ethnic (minority) composition of their students (Table 1.3). Suburban and rural districts enrolled the smallest percentages of minority students; New York City, the largest. Minorities constituted 80.9 percent of New York City's public school enrollment, compared to 16.1 percent of public enrollment outside the City. The Hispanic share of enrollment was largest in New York City (34.9 percent), while the Black share was greatest in the Large City Districts (45.1 percent). Figure 1.3 is a State map showing the percentage of minority students in each public school district.

Figure 1.2
Racial/Ethnic Group Enrollment in Public Schools
Fall 1990

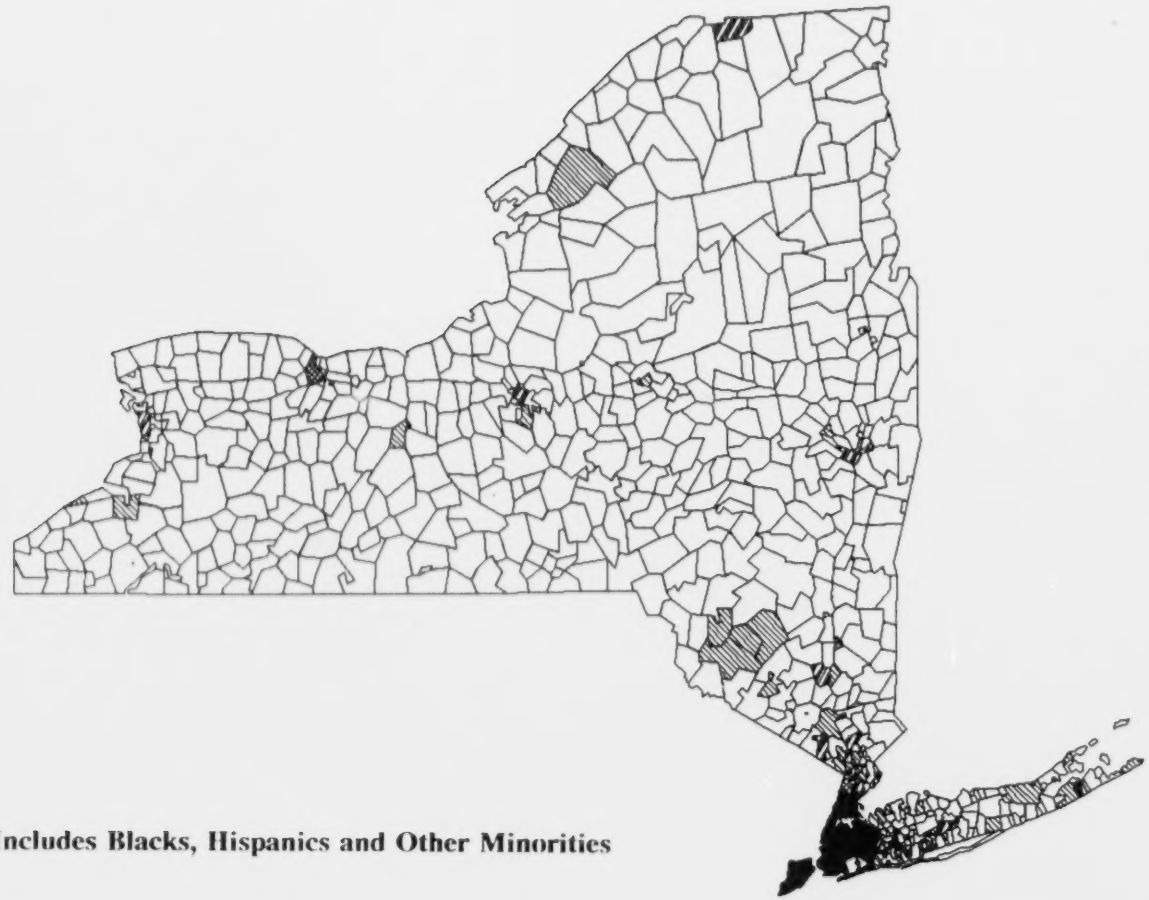


White students were more likely than minority students to attend nonpublic schools; statewide, 70 percent of students in nonpublic schools were White. This discrepancy was particularly wide in New York City where 58.3 percent of the enrollment in nonpublic schools was White in contrast to 19.1 percent of that in public schools.

The integration of students of differing racial/ethnic groups within schools is a continuing priority. Minorities are concentrated in certain neighborhoods within urban areas and the distribution of minorities in schools reflects this concentration. For purposes of analysis, schools are divided into five categories according to the percentage of minority students enrolled. Table 1.4 presents the number of minority students who attended schools in each of these categories in 1990-91. If minority children were distributed evenly through the State, the majority of State schools would fall in the second or third categories; that is, 21 to 60 percent of their enrollment would be minority students. In fact, only 17 percent of public schools fell into these two categories and less than 18 percent of minority students attended these schools. Statewide, the majority of public schools had less than 20-percent minority enrollment; 7.1 percent of minority students attended such schools. Most minority students (62.0 percent) attended schools with relatively few White students.

The majority (58 percent) of minority students in nonpublic schools also attended schools in the highest-minority category. This was particularly true in New York City where 66.1 percent of minority nonpublic students attended schools in this category.

Figure 1.3
Map of Public School Districts Showing
Minority Enrollment* by Location of District
New York State
1990-91



Minority Enrollment

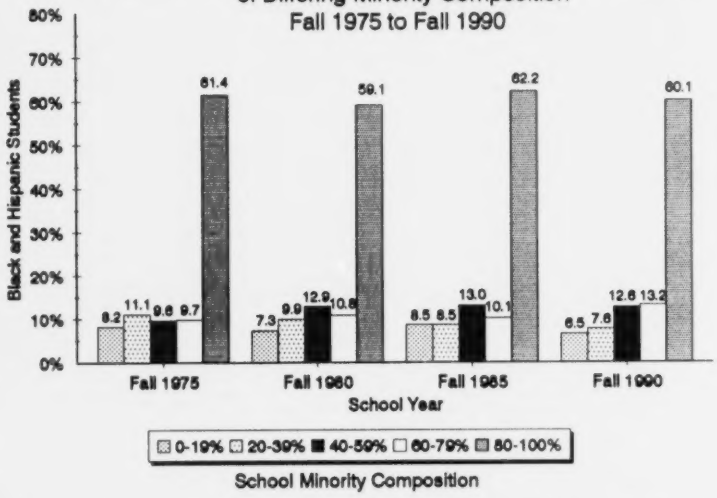
Percent of Students

- 0% to 20%
- 21% to 40%
- 41% to 60%
- 61% to 80%
- 81% to 100%

*Includes Blacks, Hispanics and Other Minorities

Most low-minority schools were in the Other City, Rural, and Suburban Districts, while most high-minority schools were in New York City (Table 1.4). In New York City, 78.3 percent of minority students attended schools in the highest-minority category. This is not surprising, however, considering that 80 percent of New York City's enrollment were minority students. Despite this concentration of minorities, 31 New York City public schools had 20 percent or fewer minorities. Unfortunately, the concentration of minority students in certain schools has not improved since fall 1975. Consistently, since that time, approximately 60 percent of Black and Hispanic students have attended schools where 80 percent or more of the enrollment were also Black and Hispanic (Figure 1.4).

Figure 1.4
Percent of Black and Hispanic Students in Public Schools of Differing Minority Composition
Fall 1975 to Fall 1990



School Poverty Status

The circumstances associated with poverty — poor health care, insufficient nutrition, deficient housing or homelessness, and inadequate day care — are strongly related with poor academic achievement. Some schools in New York State have very large percentages of children who, according to the principal's judgment, come from families receiving public assistance (Table 1.5).[1] Despite the fact that schools cannot control the economic situation of their students, this report documents the relationship between poverty and achievement for two reasons. First, we have a responsibility to ensure that all children learn, regardless of their family circumstances. Second, we hope that the documentation of this relationship will inspire solutions that will remove children from the devastating circumstances of poverty.

Across the State, almost 23 percent of public school students attended schools with concentrated poverty; that is, where 41 percent or more students come from families receiving public assistance. These schools were more likely to be in urban than in Suburban or Rural Districts. In New York City, more than 45 percent of students attended schools where there was concentrated poverty. An even larger percentage (70.3 percent) of Large City District students attended such schools. In contrast, less than six percent of students in suburban and rural districts attended schools with concentrated poverty. Rural schools, however, had a much larger percentage of students attending schools with moderate poverty, those with 21 to 40 percent of students on public assistance (36.5 percent), than suburban schools (7.9 percent).

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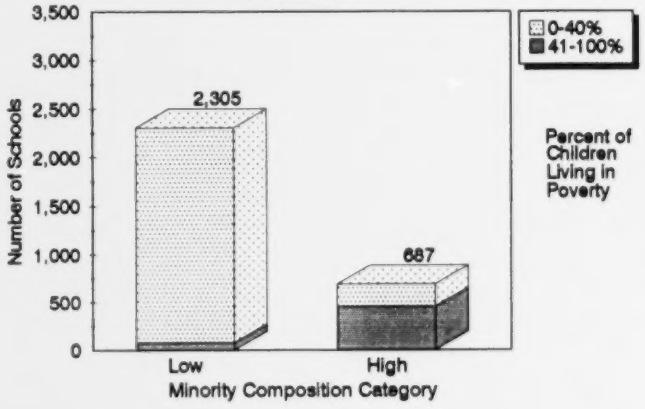
[1]In New York City, this statistic is provided centrally by the Office of Educational Data Services. Since 1989-90, four program counts have been used in this calculation: Aid to Families With Dependent Children, eligibility for Medicaid, Foster Care, and Supplemental Security Income.

Nonpublic schools were less likely than public schools to enroll large percentages of children from families on public assistance. Across the State, 83.6 percent of nonpublic school students attended schools where 20 percent or fewer students come from families on public assistance; 11 percent attended schools with concentrated poverty.

Minority students were more likely than White students to attend schools with concentrated poverty (Table 1.6). To illustrate this contrast, high-minority schools (81 percent or more minority students) are compared with low-minority schools (20 percent or fewer minority students). In New York State in 1990-91, 455 (66 percent) high-minority schools had more than 40 percent of students' families on public assistance. Among low-minority schools, only 76 (3.3 percent) had such a large percentage of families receiving public assistance. Thirty of these concentrated-poverty schools were located in Rural Districts. In New York City only 62 high-minority schools were in the lowest poverty category; in contrast, 401 high-minority schools had concentrated poverty (Figure 1.5).

Figure 1.5
Relationship of School Poverty Status to Minority Composition
1990-91



Student Stability

One obstacle to educational progress is frequent transfers between schools. Moreover, schools that have many children transferring in and out during a school year have more difficulty meeting students' individual needs than do schools with stable enrollments. Therefore, educators are concerned about achievement in school with high percentages of transfers. A school's student stability rate is estimated by the percentage of students in its highest grade who were also enrolled in the same school during the previous year. Statewide, 72 percent of schools had high stability rates (81 percent or more students had been enrolled the previous year). Another 27 percent had medium stability rates (between 41 and 80 percent); one percent had lower rates. Just as the urban districts had more schools with high-minority composition and concentrated poverty, they had more schools with medium and low rates of student stability (Table 1.7). In 1990-91, only one percent of New York City schools were in the high-stability group, that is, where 81 percent of students had been enrolled the previous year. In contrast, both Suburban and Rural Districts had 97 percent of schools in that category. Further, correlational analyses showed that statewide, the relationships of school-stability category with minority composition ($r = -64$) and poverty status ($r = -.40$) were moderately high.

The Free- and Reduced-Price Lunch Program

Another indicator of student poverty and its relative concentration in schools is the number of applications for the free- and reduced-price lunch program. Across the State, 1,439 public schools (39.6 percent) had relatively low concentrations of poverty by this measure; 20 percent or fewer of their students applied for the free- and reduced-price lunch program (Table 1.8). On the other hand, 484

schools had exceptionally high concentrations of poverty; 81 percent or more students applied for the program. Consistent with poverty estimates based on children from families on public assistance, schools in the highest category are concentrated in the large urban districts; 39.9 of New York City schools and 26.5 percent of Large City District schools (compared with seven schools elsewhere) had this many applicants. Three-quarters of suburban schools had low rates of poverty as indicated by this measure: 20 percent or fewer students applied for free- and reduced-price lunches. Typically, rural and other city schools had greater poverty rates than suburban schools; about a quarter of rural and other city schools had 20 percent or fewer applicants.

Figure 1.6 shows the distribution of student participation in this program by public school district. Districts with the highest participation were generally urban, although a number of Rural Districts in the North Country and Southern Tier also had high levels of student participation in this program.[2]

Students with Limited English Proficiency[3]

Language-minority students come from diverse ancestries and linguistic backgrounds. Some language-minority students understand and speak little or no English, while others may be proficient in English. Students who possess varying degrees of speaking, reading, and writing abilities in English as well as their home languages are considered to be bilingual. Language-minority students are identified as limited English proficient (LEP) if they score at or below the fortieth percentile on an approved language-assessment instrument. Identified students are entitled to special instructional and assessment services to assist them in learning English and achieving objectives in other academic areas. The fortieth percentile criterion represents a change that was fully implemented in 1990-91. The previous criterion (the 24th percentile) had proven too low to ensure that services were provided to all students who needed them.

Statewide, 5.6 percent of students, 149,514 public school students and 18,694 nonpublic school students, were identified as limited English proficient in 1990-91 (Table 1.9). Students with limited English proficiency were concentrated in New York City where public and nonpublic schools enrolled 81 percent of all identified LEP students in the State. These students constituted 13 percent of the City's public school enrollment and almost 6 percent of the nonpublic school enrollment. LEP students constituted almost seven percent of the enrollment in the Large City Districts but less than two percent of enrollment in all other school categories.

The percentage of students who lack adequate proficiency in English may, in fact, be higher than those shown in Table 1.9. The 1980 census indicated that 17 percent of the State's school-age population did not speak English at home. In 1985, 43 percent of all those entering kindergarten in New York City public schools were identified as language-minority students.[4]

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[2]The participation rates may not reflect total statewide need for free- or reduced-price lunches. Some school districts do not apply for program benefits. In fact, in 1990-91, 63 public school districts did not participate in the program. In other cases, not all students eligible to receive free- or reduced-price lunches have applied for benefits.

[3]A major source for this discussion is the "Regents Policy Paper and Proposed Action Plan for Bilingual Education" unanimously adopted by the Board of Regents at its December 1988 meeting.

[4]Task Force on the New York State Dropout Problem, *Dropping Out of School in New York State: The Invisible People of Color*, (Albany: African American Institute of SUNY, 1987), p.7.

Figure 1.6
Map of Public School Districts Showing
Participation in the Free- and Reduced-Price Lunch Program
New York State
Fall 1990

SUMMARY

The majority of New York State schools serve children who are White, relatively affluent, and native speakers of English. A small group (76) of low-minority schools located primarily in the Other City, Suburban, and, especially, the Rural Districts have medium or high concentrations of children in poverty. The remaining schools serve children from minority groups who are disproportionately likely to be poor, have limited English proficiency, and change schools frequently. These schools are concentrated in urban areas, particularly New York City and the Large City Districts. New York City public schools, in fact, enrolled 74 percent of State minority students and 91 percent of LEP students. Moreover, 93 percent of State public schools with concentrated poverty were located in the City.

TABLE 1.1

CHAPTER 655 PUBLIC SCHOOL CATEGORY DEFINITIONS

SCHOOL CATEGORY	DEFINITION
New York City District	New York City District
Large City Districts	Buffalo, Rochester, Syracuse, and Yonkers districts
Other City Districts	Other districts that are located within city boundaries
Suburban Districts	Districts that are located within Standard Metropolitan Statistical Areas (SMSAs) but not within cities
Rural Districts	Districts that are not within SMSAs or cities

TABLE 1.2
NUMBER AND PERCENT OF DISTRICTS, SCHOOLS AND ENROLLMENT BY SECTOR/LOCATION OF SCHOOL

NEW YORK STATE

FALL 1990

Sector/Location of School	Districts		Schools		Enrollment	
	Number	Percent	Number	Percent	Number	Percent
New York City	1	0.1%	1,002	25.2%	931,910	36.6%
Large City Districts	4	0.6	193	4.9	117,038	4.6
Other City Districts	57	7.9	447	11.3	242,200	9.5
Surburban Districts	429	59.8	1,815	45.7	1,029,468	40.4
Rural Districts	227	31.6	514	12.9	226,642	8.9
Total Public	718	100.0%	3,971	100.0%	2,547,258	100.0%
N. Y. C. Nonpublic			890	40.6%	267,838	56.1%
Other Nonpublic			1,304	59.4	209,269	43.9
Total Nonpublic			2,194	100.0%	477,107	100.0%

TABLE 1.3
RACIAL/ETHNIC GROUP ENROLLMENT PERCENTAGES BY SECTOR/LOCATION
NEW YORK STATE
FALL 1990

Sector/Location	Total Enrollment	Percent Black	Percent Hispanic	Percent American Indian/Alaskan Native	Percent Asian and Pacific Islander	Percent White
Public						
New York City	931,910	38.0%	34.9%	*	7.9%	19.1%
Large City Districts	117,038	45.1	12.9	0.7%	1.9	39.4
Other City Districts	242,200	15.1	5.1	0.4	1.7	77.7
Suburban Districts	1,029,468	5.8	3.6	0.2	2.5	87.9
Rural Districts	226,642	1.7	1.3	0.8	0.6	95.6
Total Public	2,547,258	19.9	15.4	0.3	4.2	60.2
Nonpublic						
New York City	267,838	19.3%	17.9%	0.1%	4.4%	58.3%
Other	209,269	8.7	4.1	0.2	2.3	84.7
Total Nonpublic	477,107	14.6	11.8	0.1	3.5	70.0
Total State	3,024,365	19.1%	14.9%	0.2%	4.1%	61.7%

*Less than 0.1%.

TABLE 1.4

NUMBER OF SCHOOLS AND NUMBER AND PERCENT OF MINORITY STUDENTS* IN PUBLIC SCHOOLS OF DIFFERING MINORITY COMPOSITION BY LOCATION

NEW YORK STATE
1990-91

Location/Minority Composition of Schools	Number of Schools	Number of Minority Students	Percent of Minority Students
Public			
New York City			
0 - 20 percent	31	2,793	0.4%
21 - 40 percent	85	19,473	2.6
41 - 60 percent	121	61,517	8.2
61 - 80 percent	106	79,931	10.5
81 -100 percent	656	590,820	78.3
Large Cities			
0 - 20 percent	1	131	0.2%
21 - 40 percent	18	4,190	5.9
41 - 60 percent	73	23,447	33.1
61 - 80 percent	72	32,150	45.4
81 -100 percent	26	10,935	15.4
Other Cities			
0 - 20 percent	267	10,115	18.8%
21 - 40 percent	91	15,017	27.9
41 - 60 percent	56	14,987	27.9
61 - 80 percent	16	5,671	10.5
81 -100 percent	15	7,988	14.9
Suburban Districts			
0 - 20 percent	1,523	53,592	42.8%
21 - 40 percent	140	19,925	15.9
41 - 60 percent	54	15,748	12.6
61 - 80 percent	46	16,995	13.6
81 -100 percent	43	18,827	15.1
Rural Districts			
0 - 20 percent	486	5,580	55.6%
21 - 40 percent	21	3,667	36.6
41 - 60 percent	3	441	4.4
61 - 80 percent	2	105	1.0
81 -100 percent	1	237	2.4
Total Public			
0 - 20 percent	2,308	72,211	7.1%
21 - 40 percent	355	62,272	6.1
41 - 60 percent	307	116,140	11.5
61 - 80 percent	242	134,852	13.3
81 -100 percent	741	628,807	62.0

*Includes Black, Hispanic, American Indian, Alaskan Native, Asian and Pacific Islander students.

TABLE 1.4 (continued)

Location/Minority Composition of Schools	Number of Schools	Number of Minority Students	Percent of Minority Students
Nonpublic			
New York City			
0 - 20 percent	352	5,764	5.3%
21 - 40 percent	107	11,760	10.5
41 - 60 percent	66	9,728	8.7
61 - 80 percent	71	10,547	9.4
81 -100 percent	294	73,845	66.1
Rest of State			
0 - 20 percent	921	9,984	31.2%
21 - 40 percent	161	7,290	22.7
41 - 60 percent	67	3,322	10.3
61 - 80 percent	39	1,968	6.1
81 -100 percent	116	9,544	29.7
Total Nonpublic			
0 - 20 percent	1,273	15,748	10.9%
21 - 40 percent	268	19,050	13.3
41 - 60 percent	133	13,050	9.1
61 - 80 percent	110	12,515	8.7
81 -100 percent	410	83,389	58.0
Total Public and Nonpublic Combined			
0 - 20 percent	3,581	87,959	7.6%
21 - 40 percent	623	81,322	7.0
41 - 60 percent	440	129,190	11.2
61 - 80 percent	352	147,367	12.7
81 -100 percent	1,151	712,196	61.5

*Includes Black, Hispanic, American Indian, Alaskan Native, Asian and Pacific Islander students.

Table 1.5

NUMBER OF PUBLIC AND NONPUBLIC SCHOOLS AND PERCENT OF STUDENTS BY POVERTY STATUS OF SCHOOL

NEW YORK STATE
1990-91

Location/Poverty Status of School	Number of Schools	Percent of Students
Public		
New York City		
0 - 20 Percent	293	30.1%
21 - 40 Percent	218	24.6
41 - 60 Percent	219	22.7
61 - 80 Percent	127	13.0
81 -100 Percent	77	9.4
Large City Districts		
0 - 20 Percent	6	4.7%
21 - 40 Percent	44	25.0
41 - 60 Percent	66	33.9
61 - 80 Percent	65	31.6
81 -100 Percent	12	4.8
Other City Districts		
0 - 20 Percent	213	53.3%
21 - 40 Percent	138	30.2
41 - 60 Percent	55	9.5
61 - 80 Percent	30	4.7
81 -100 Percent	11	2.3
Suburban Districts		
0 - 20 Percent	1,589	89.7%
21 - 40 Percent	157	7.9
41 - 60 Percent	43	1.8
61 - 80 Percent	11	0.3
81 -100 Percent	15	0.3
Rural Districts		
0 - 20 Percent	295	57.9%
21 - 40 Percent	184	36.5
41 - 60 Percent	31	5.2
61 - 80 Percent	1	0.2
81 -100 Percent	3	0.2
Total Public		
0 - 20 Percent	2,396	57.9%
21 - 40 Percent	741	19.4
41 - 60 Percent	414	11.9
61 - 80 Percent	234	6.8
81 -100 Percent	118	4.0

Table 1.5

(continued)

Location/Poverty Status of School	Number of Schools	Percent of Students
Nonpublic		
New York City		
0 - 20 Percent	665	77.9%
21 - 40 Percent	71	7.0
41 - 60 Percent	57	5.5
61 - 80 Percent	41	5.0
81 -100 Percent	56	4.6
Rest of State		
0 - 20 Percent	1,147	90.9%
21 - 40 Percent	52	3.2
41 - 60 Percent	39	1.6
61 - 80 Percent	29	1.8
81 -100 Percent	37	2.5
Total Nonpublic		
0 - 20 Percent	1,812	83.6%
21 - 40 Percent	123	5.4
41 - 60 Percent	96	3.8
61 - 80 Percent	70	3.6
81 -100 Percent	93	3.6
Total State (Public &Nonpublic)		
0 - 20 Percent	4,208	62.0%
21 - 40 Percent	864	17.2
41 - 60 Percent	510	10.6
61 - 80 Percent	304	6.3
81 -100 Percent	211	3.9

TABLE 1.6

NUMBER OF PUBLIC SCHOOLS AND PERCENT OF STUDENTS BY MINORITY COMPOSITION AND POVERTY CONDITION OF SCHOOL

NEW YORK STATE

1990-91

Location/Minority Composition and Poverty Condition of School	Number of Schools	Number of Students	Percent of Students
New York City			
Low Poverty (0-20%)			
Low Minority (0-20%)	29	21,593	2.4%
Medium Minority (21-80%)	204	186,978	20.5
High Minority (81-100%)	62	66,731	7.3
Medium Poverty (21-40%)			
Low Minority (0-20%)	*	*	*
Medium Minority (21-80%)	71	85,957	9.4%
High Minority (81-100%)	147	138,159	15.2
High Poverty (41-100%)			
Low Minority (0-20%)	*	*	*
Medium Minority (21-80%)	22	19,116	2.1%
High Minority (81-100%)	401	392,044	43.1
Large City Districts			
Low Poverty (0-20%)			
Low Minority (0-20%)	*	*	*
Medium Minority (21-80%)	6	5,502	4.7%
High Minority (81-100%)	*	*	*
Medium Poverty (21-40%)			
Low Minority (0-20%)	*	*	*
Medium Minority (21-80%)	43	28,555	24.4%
High Minority (81-100%)	1	650	0.6
High Poverty (41-100%)			
Low Minority (0-20%)	1	682	0.6%
Medium Minority (21-80%)	114	69,889	59.8
High Minority (81-100%)	25	11,617	9.9

TABLE 1.6 (continued)

Location/Minority Composition and Poverty Condition of School	Number of Schools	Number of Students	Percent of Students
Other City Districts			
Low Poverty (0-20%)			
Low Minority (0-20%)	154	89,993	37.1%
Medium Minority (21-80%)	57	36,008	14.9
High Minority (81-100%)	2	3,026	1.3
Medium Poverty (21-40%)			
Low Minority (0-20%)	84	41,849	17.2%
Medium Minority (21-80%)	51	30,382	12.6
High Minority (81-100%)	2	869	0.4
High Poverty (41-100%)			
Low Minority (0-20%)	29	11,060	4.6%
Medium Minority (21-80%)	55	23,965	9.9
High Minority (81-100%)	11	4,914	2.0
Suburban Districts			
Low Poverty (0-20%)			
Low Minority (0-20%)	1,392	817,918	79.6%
Medium Minority (21-80%)	182	99,010	9.6
High Minority (81-100%)	10	5,320	0.5
Medium Poverty (21-40%)			
Low Minority (0-20%)	115	56,767	5.5%
Medium Minority (21-80%)	32	19,579	1.9
High Minority (81-100%)	8	4,668	0.5
High Poverty (41-100%)			
Low Minority (0-20%)	16	5,960	0.6%
Medium Minority (21-80%)	19	9,346	0.9
High Minority (81-100%)	17	8,788	0.9

TABLE 1.6 (continued)

Location/Minority Composition and Poverty Condition of School	Number of Schools	Number of Students	Percent of Students
Rural Districts			
Low Poverty (0-20%)			
Low Minority (0-20%)	289	128,249	56.6%
Medium Minority (21-80%)	5	2,848	1.3
High Minority (81-100%)	*	*	*
Medium Poverty (21-40%)			
Low Minority (0-20%)	166	72,458	32.0%
Medium Minority (21-80%)	17	10,303	4.6
High Minority (81-100%)	*	*	*
High Poverty (41-100%)			
Low Minority (0-20%)	30	11,576	5.1%
Medium Minority (21-80%)	1	612	0.3
High Minority (81-100%)	1	238	0.1
Total State			
Low Poverty (0-20%)			
Low Minority (0-20%)	1,864	1,057,573	41.8%
Medium Minority (21-80%)	454	330,346	13.1
High Minority (81-100%)	74	75,077	3.0
Medium Poverty (21-40%)			
Low Minority (0-20%)	365	171,074	6.8%
Medium Minority (21-80%)	214	174,776	6.9
High Minority (81-100%)	158	144,346	5.7
High Poverty (41-100%)			
Low Minority (0-20%)	76	29,278	1.2%
Medium Minority (21-80%)	211	122,928	4.9
High Minority (81-100%)	455	417,601	16.6

NOTE: Excludes NYC Special Schools, Special Act Districts and New York City schools with citywide enrollment that do not provide percent on welfare.

*No schools in this category.

TABLE 1.7

DISTRIBUTION OF PUBLIC SCHOOL STUDENT STABILITY RATES BY LOCATION AND MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
1990-91

Location/Minority Composition of School	Percent Of Schools Having		
	Low Rate	Medium Rate	High Rate
New York City			
0 - 20 percent	0%	100%	0 %
21 - 40 percent	0	98	2
41 - 60 percent	2	97	1
61 - 80 percent	3	96	1
81- 100 percent	4	95	1
Total	3	96	1
Large City Districts			
0 - 20 percent	0%	100%	0 %
21 - 40 percent	0	17	83
41 - 60 percent	0	20	80
61 - 80 percent	3	20	77
81- 100 percent	8	42	50
Total	2	23	75
Other City Districts			
0 - 20 percent	0%	4%	96 %
21 - 40 percent	0	9	91
41 - 60 percent	0	4	96
61 - 80 percent	0	0	100
81- 100 percent	0	21	79
Total	0	5	95
Suburban Districts			
0 - 20 percent	1%	1%	98 %
21 - 40 percent	1	0	99
41 - 60 percent	4	0	96
61 - 80 percent	2	12	86
81- 100 percent	0	12	88
Total	1	2	97
Rural Districts			
0 - 20 percent	1%	1%	98 %
21 - 40 percent	5	14	81
41 - 60 percent	0	0	100
61 - 80 percent	0	0	0
81- 100 percent	0	0	100
Total	1	2	97
Total State			
0 - 20 percent	1%	3%	96 %
21 - 40 percent	1	27	72
41 - 60 percent	1	45	54
61 - 80 percent	3	50	47
81- 100 percent	4	88	8
Total	1	27	72

Student Stability Rate = The percentage of students in the highest grade in a school in 1990-91 who were also enrolled in the same school in 1989-90.

Low Rate = 1 - 40 %
Medium Rate = 41 - 80 %
High Rate = 81 -100 %

TABLE 1.8
NUMBER AND PERCENT OF PUBLIC SCHOOLS BY FREE- AND REDUCED-PRICE LUNCH PROGRAM APPLICATIONS AND LOCATION

NEW YORK STATE
FALL 1990

Location	Schools in Each Free-and-Reduced-Price Lunch Applications Category											
	No Program		0 to 20%		21 to 40%		41 to 60%		61 to 80%		81 to 100%	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
New York City	35	3.3	54	5.0	118	11.0	164	15.3	275	25.6	429	39.9
Large City Districts	0	0.0	6	3.3	24	13.3	42	23.2	61	33.7	48	26.5
Other City Districts	1	0.2	117	27.1	176	40.7	95	22.0	37	8.6	6	1.4
Suburban Districts	17	1.1	1139	75.3	284	18.8	59	3.9	12	0.8	1	*
Rural Districts	10	2.3	123	28.5	232	53.7	64	14.8	3	0.7	0	0.0
Total State	63	1.7	1439	39.6	834	23.0	424	11.7	388	10.7	484	13.3

* < 0.1 percent

TABLE 1.9
NUMBER AND PERCENT OF STUDENTS WITH LIMITED ENGLISH PROFICIENCY* BY SECTOR AND LOCATION
NEW YORK STATE
1990-91

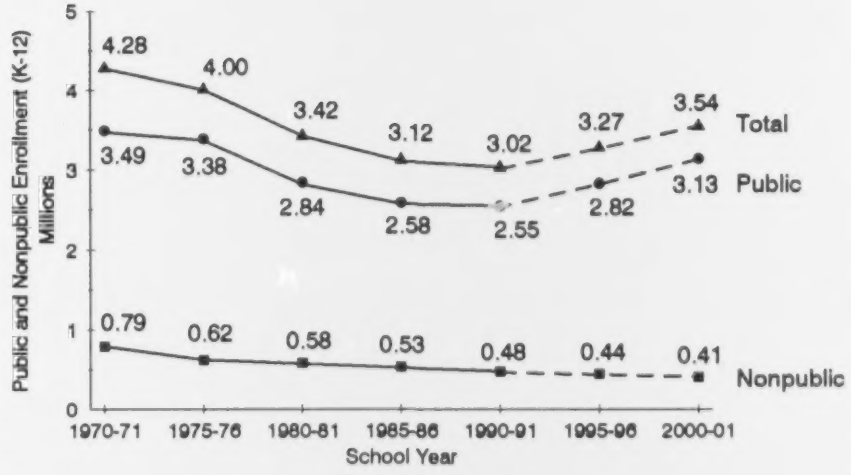
Sector/Location	Students	
	Number	Percent
Public		
New York City	121,086	13.0%
Large City Districts	7,836	6.7
Other City Districts	4,061	1.7
Suburban Districts	15,694	1.5
Rural Districts	837	0.4
Total Public	149,514	5.9%
Nonpublic		
New York City	15,719	5.9%
Other Nonpublic	2,975	1.4
Total Nonpublic	18,694	3.9%

*Includes pupils who score at or below the 40th percentile on an English language assessment instrument approved by the Commissioner of Education.

CHAPTER II: ENROLLMENT TRENDS

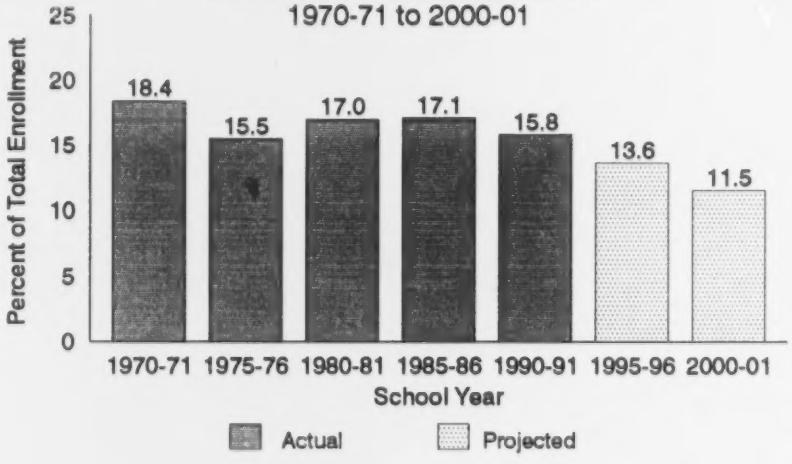
During the 1990-91 school year, 3.02 million students were enrolled in New York State's public and nonpublic schools. Of these students, 2.55 million attended public schools and the remaining 0.48 million students attended nonpublic schools (Figure 2.1 and Table 2.1).

Figure 2.1
Public and Nonpublic School Enrollment (K-12)
1970-71 to 2000-01



Total public and nonpublic school enrollment in New York State declined more than 29 percent between 1970 and 1990. Because of an increase in public school enrollments that began in 1990, total enrollments are expected to increase to 3.27 million in 1995-96 and 3.54 million in 2000-2001. During this time, the percentage of children attending nonpublic schools is expected to decrease from 15.8 percent to 11.5 percent (Figure 2.2).

Figure 2.2
Nonpublic School Students
As Percent of Total Enrollment
1970-71 to 2000-01



PUBLIC SCHOOL ENROLLMENTS

State public school enrollment dropped almost 27 percent between 1970-71 and 1990-91, from 3.49 million to 2.55 million. Analysis of enrollment trends in the past five years reveals that a reversal of this two-decade trend started in 1990-91, when public school enrollments increased by approximately 31,000 students (Figure 2.3). This upward trend is expected to continue through the decade. By 1995-96, public enrollment will have recovered to approximately 2.8 million, largely because the State's elementary-school-aged population began to increase in 1986-87. By the year 2000, the public school enrollment is expected to reach 3.13 million (Figure 2.4).

Enrollments have declined more rapidly in some locations than others (Figure 2.5). Among public school categories, the steepest decreases occurred in the Large City Districts. Between fall 1970 and fall 1985 enrollment in those districts decreased by 33 percent. Their fall 1990 enrollments, however, were almost one percent greater

Figure 2.3
Enrollment Trends in Public Schools
Fall 1985 to Fall 1990

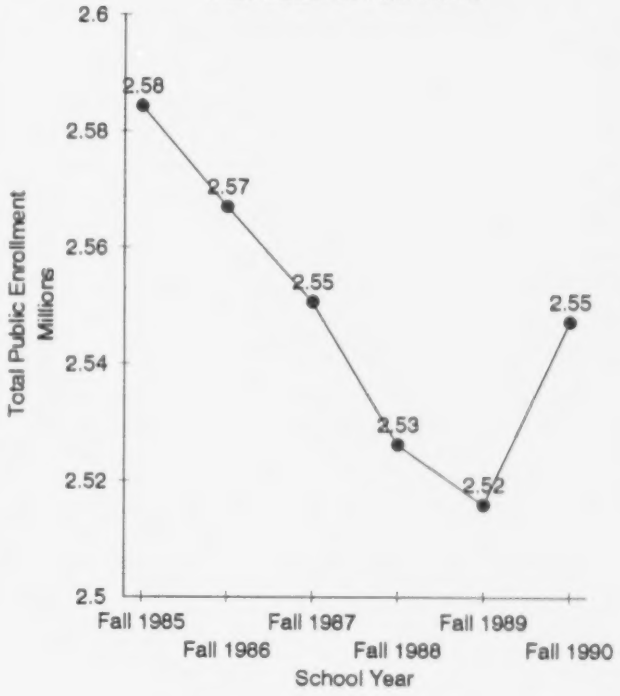
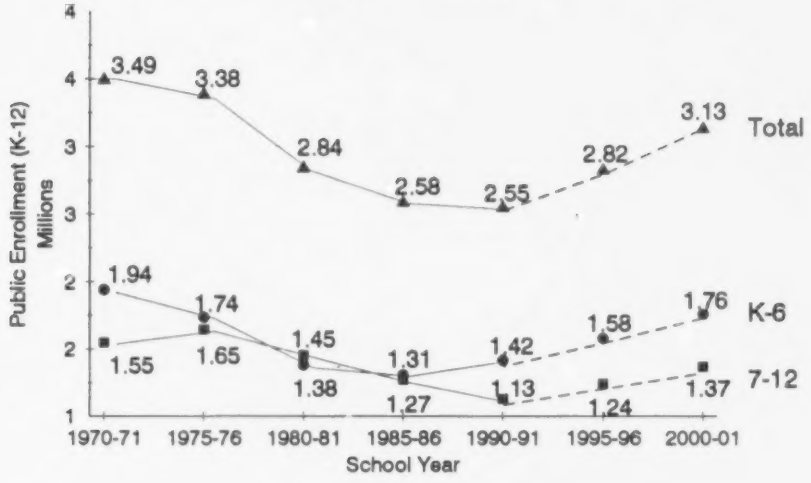
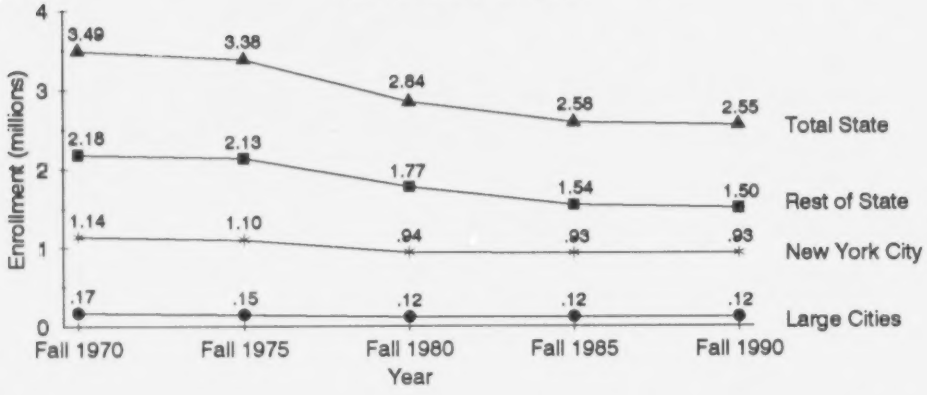


Figure 2.4
Elementary and Secondary Trends
in Public School Enrollment
1970-71 to 2000-01



than those in fall 1985. New York City public schools experienced the smallest decline, 18 percent between 1970 and 1985. While enrollments in New York City and the other Big 5 have increased or remained stable since 1985, enrollments elsewhere have continued to decrease and in 1990 were 2.5 percent less than in 1985.

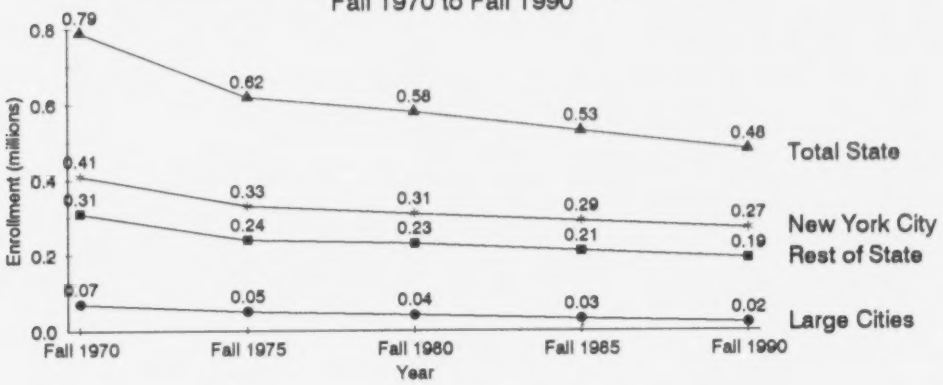
Figure 2.5
Enrollment Trends in Public Schools by Location
Fall 1970 to Fall 1990



NONPUBLIC SCHOOL ENROLLMENTS

In 1990-91, 15.8 percent of the State's school children attended nonpublic schools. The vast majority of these schools operated with religious affiliations; six in ten nonpublic schools were Roman Catholic. Nonpublic school enrollments declined during the 1970s and 1980s at a rate greater than that for the public schools (Figure 2.6). Between fall 1970 and fall 1990, nonpublic school enrollments decreased by 39 percent. Yet, unlike public school enrollments, nonpublic school enrollments are expected to continue the downward trend throughout this decade, to approximately 0.41 million by the year 2000. Consequently, the nonpublic school share of the State's total school enrollment, which was 18.4 percent in 1970-71, will decline to a projected 11.5 percent in 2000-01.

Figure 2.6
Enrollment Trends in Nonpublic Schools by Location
Fall 1970 to Fall 1990

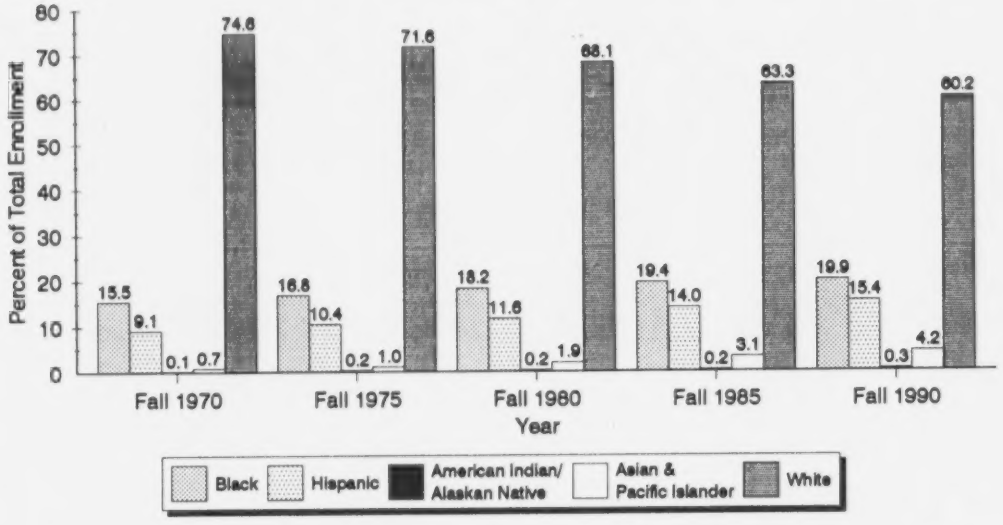


Location differences in nonpublic enrollment declines parallel those in the public schools. Again nonpublic schools in the Large Cities experienced the greatest decline (66 percent), while the decrease in New York City public schools (35 percent) was slightly less than that elsewhere (39.5 percent).

MINORITY ENROLLMENTS

Mirroring the overall population in the State, minority children constitute an increasing percentage of the total public school enrollment. Between fall 1970 and fall 1990, the percentage of minority enrollments[1] in the public schools increased from slightly over 25 percent to almost 40 percent (Figure 2.7).

Figure 2.7
Racial/Ethnic Group Enrollment Trends in Public Schools
Fall 1970 to Fall 1990



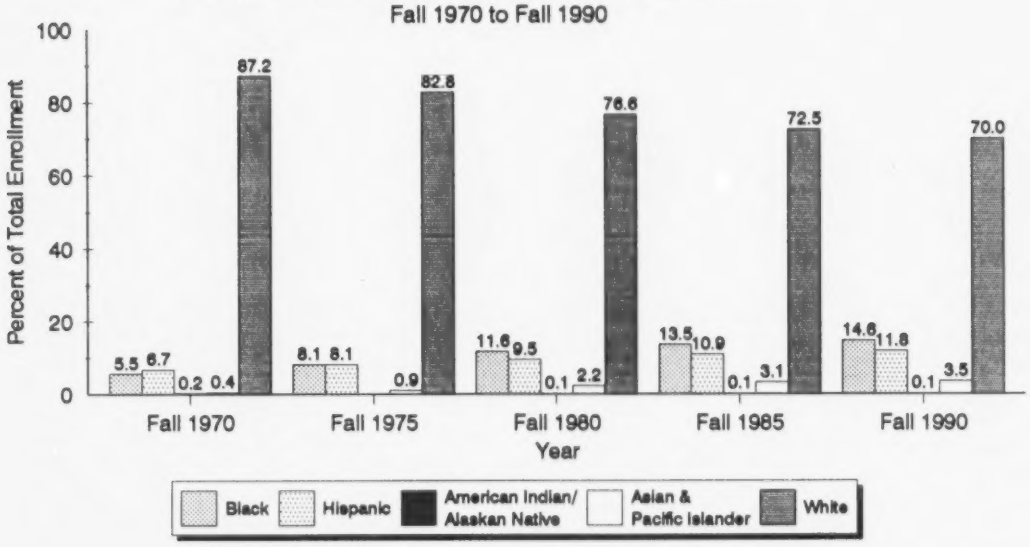
While each minority group increased its percentage of the total public enrollment between 1970 and 1990, the percentage increases for Hispanics, Native Americans, Asians and Pacific Islanders were greater than that for Blacks. The greatest enrollment increase for any racial/ethnic group occurred among Asians and Pacific Islanders. Their 1990 share of enrollment was almost six times greater than their 1970 share (Figure 2.7).

In nonpublic schools, minority enrollments during the same period more than doubled, from 12.8 percent in fall 1970 to 30.0 percent in fall 1990 (Figure 2.8). In contrast to minority enrollment trends in public schools, increasing Black enrollments accounted for half of this change. In 1970, 5.5 percent

[1]Includes Blacks, Hispanics and Other Minorities (American Indians, Alaskan Natives, Asians and Pacific Islanders).

of nonpublic enrollments were Black; in 1990, 14.6 percent were Black. Hispanics, Asians and Pacific Islanders also increased their share of the nonpublic enrollment.

Figure 2.8
Racial/Ethnic Group Enrollment Trends in Nonpublic Schools
Fall 1970 to Fall 1990



Schools have been least successful in educating students who are minority, poor, or limited in English proficiency. The demographic trends strongly suggest that the number of these children in our cities will continue to increase, both in absolute numbers and as a percentage of the total student population.

TABLE 2.1

ELEMENTARY AND SECONDARY PUBLIC AND NONPUBLIC SCHOOL ENROLLMENT

NEW YORK STATE

1970-71 TO 2000-01

Year	Public			Nonpublic			Public/Nonpublic Combined			Nonpublic as a Percent of Total
	K-6	7-12	Total	K-6	7-12	Total	K-6	7-12	Total	
Actual										
1970-71	1,939,976	1,549,269	3,489,245	462,882	324,971	787,853	2,402,858	1,874,240	4,277,098	18.4%
1975-76	1,735,434	1,646,935	3,382,369	351,842	269,503	621,345	2,087,276	1,916,438	4,003,714	15.5
1980-81	1,384,286	1,454,107	2,838,393	332,031	247,833	579,864	1,716,317	1,701,940	3,418,257	17.0
1985-86	1,311,762	1,272,508	2,584,270	309,064	223,060	532,124	1,620,826	1,495,568	3,116,394	17.1
1990-91	1,419,001	1,128,257	2,547,258	284,036	193,071	477,107	1,703,037	1,321,328	3,024,365	15.8
Projected										
1995-96	1,581,019	1,243,741	2,824,760	265,215	179,494	444,709	1,846,234	1,423,235	3,269,469	13.6
2000-01	1,761,906	1,369,794	3,131,700	240,083	165,138	405,221	2,001,989	1,534,932	3,536,921	11.5%

CHAPTER III: RESOURCES

Education may be this nation's largest enterprise in terms of the number of people involved (teachers, other staff, and students), the investment of time, and the fiscal resources required to operate it. The cost of public elementary and secondary education in New York State was more than $19 billion in 1989-90. Across the State, however, school districts varied substantially in fiscal resources. This discrepancy is significant because a district's fiscal resources determine its ability to acquire the resources that most directly affect instructional quality: personnel, instructional materials, computers, and media equipment.

A fundamental principle of the New Compact states that:

> *Every child in New York State is entitled to the resources necessary to provide the sound, basic education which the State Constitution requires. The requirement is not equality of input, but equity of outcome.*

This chapter examines the resources—fiscal, personnel, and equipment and materials—that are available to schools by school category and, in some cases, by minority composition category to provide a basis for comparing resources and outcomes. The chapter demonstrates that, frequently, those schools with the poorest outcomes have the fewest resources. The examination and correction of this condition are critical to ensuring that students of both genders and all socioeconomic and racial/ethnic backgrounds show similar achievement on State assessments (Strategic Objective 8).

The mean district expenditure per pupil in New York State is among the highest in the nation but varies greatly among districts: in 1989-90, those in the highest spending 10 percent spent twice as much per pupil as the lowest 10 percent; the district at the 90th percentile spent $10,105 per pupil compared to $5,099 by the district at the 10th percentile. The first section of this chapter provides information on school finance in New York State, including variations among districts in fiscal resources.

The most important and most expensive resource of any school district is its personnel: administrators, teachers, specialists, and support staff. The quality, training, and effort of these individuals determine — more than any other factor — the quality of a school's instructional program. The quality and quantity of instruction, in turn, are major determinants of student performance. School districts across New York State vary widely in their student-to-staff ratios and in the preparation and experience of their teachers and administrators. The second section of this chapter presents information on public school teachers and administrators.

Modern technology has a potential to improve instruction and enhance learning that is unparalleled since the invention of the printing press. While technology is increasingly available in classrooms, its potential to change and improve instruction has barely been tapped. Technology can give students the opportunity to access information quickly, to receive individualized instruction, and to learn by doing through computer simulations. Access to television can bring current events, quality educational programs, and distance-learning opportunities into the classroom. The computer and media equipment available to students vary substantially across school districts. The third section of this chapter reports on the acquisition and use of technology and library resources.

CHAPTER III: RESOURCES — *PUBLIC SCHOOL FINANCE*

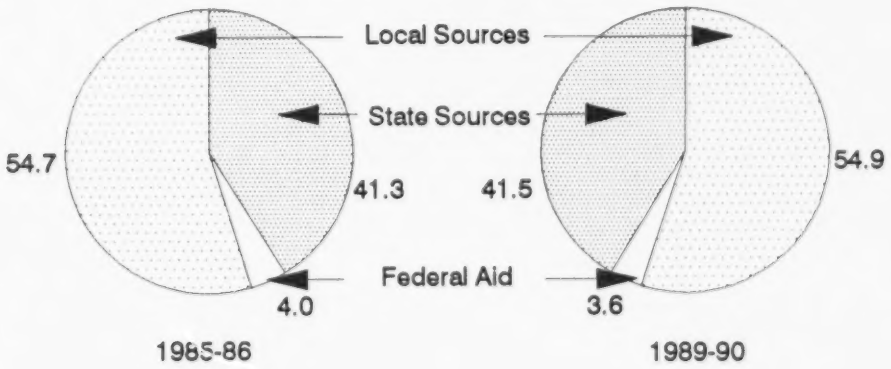
Article XI of the New York State Constitution mandates that the Legislature provide for the "... maintenance and support of a system of free common schools, wherein all the children of this state may be educated." To fulfill its mandate, the Legislature established and supports a comprehensive system of public education. The Board of Regents, as its legal responsibility, develops legislative recommendations for achieving that mandate.

STATE, LOCAL, AND FEDERAL SUPPORT

This discussion is based on data for the 1989-90 school year (the latest year for which complete data are available) and does not reflect the unprecedented reductions in State aid that occurred in the middle of the 1990-91 school year, nor projected reductions for 1991-92. The analysis of 1990-91 data in next year's report will differ in significant ways from the analysis reported below.

During 1989-90, approximately $19.3 billion were expended to support public elementary and secondary education in New York State.[1] Of these funds, the State provided approximately $8.0 billion, revenues which represented 41.5 percent of total revenues from all sources (Figure 3.1). State aid increases, in recent years, have been dramatic. From 1985-86 to 1989-90, State aid increases totaling over $2 billion were enacted. Without adjusting for inflation, these additions represented a 34 percent increase in State aid. Adjusted for the inflationary trends occurring over this period, these State aid increases represented a 14.8 percent increase in constant dollar terms. When these increases are both inflation-adjusted and standardized to take into account the decline in student enrollment over this same period, State aid per pupil increased by 16.9 percent.

Figure 3.1
Percent of Total Revenues By Source
Elementary and Secondary Education
New York State
1985-86 to 1989-90



[1]The analysis of public school finances described in this chapter is based on data concerning "major" school districts, those with eight or more teachers; summary statistics in *Statistical Profiles of Public School Districts* include minor districts.

Since local revenue contributions to the public school system also increased rather dramatically over the same time period (by 14.6 percent in constant dollar terms), the State's overall share of elementary and secondary education revenues remained constant. In 1989-90, for example, the State share of total revenues was 41.5 percent, compared to 41.3 percent in 1985-86.

Financing public education, like governing schools, is a responsibility shared by the State and local communities. In 1989-90, local districts contributed over $10.6 billion to support educational expenditures through tax levies and other local revenue sources. This local revenue contribution represents an actual dollar increase of almost $2.7 billion since 1985-86, an unadjusted growth of 33.7 percent (and a 14.6 percent growth when adjusted for inflation). While the actual local dollars expended for education have increased substantially during this period, because of parallel growth in state revenue, the local share of total revenues remained virtually unchanged, 54.7 percent in 1985-86 to 54.9 percent in 1989-90.

State and local revenues comprised 96.4 percent of total revenues in 1989-90. Support for the balance of the revenues for elementary and secondary education comes from Federal sources. Traditionally, Federal aid has been allocated to school districts to supplement local budgets and to support specific purposes. Generally, these funds have been expended to promote educational equity for historically underserved populations such as children with handicapping conditions and pupils from high poverty areas, to advance a national purpose (for example, international economic competitiveness or national defense), and to support projects such as research that a single district or educational agency cannot afford to undertake.

In 1989-90, the Federal contribution to New York State schools was approximately $703.7 million, or 3.6 percent of total revenue. This amount represents an increase of $120.4 million from 1985-86, when the Federal contribution was $583.3 million. The $120.4 million growth in Federal revenues represented a 20.6 percent increase over 1985-86, and a 3.4 percent increase when adjusted for inflation. Thus while the growth in Federal funding support during this period did outstrip inflation, the inflation-adjusted State and local revenue growth was roughly four times greater (3.4 percent versus 14.6 and 14.8 percent for local and State revenue sources, respectively). Therefore, while New York State schools received more support in absolute dollars from the Federal government in 1989-90 than in 1985-86, the Federal share of public school revenues declined. In 1985-86, Federal funds represented 4.0 percent of total revenues and in the 1989-90, 3.6 percent (Table 3.1).

EXPENDITURES PER PUPIL

Legislated increases in State aid have been enacted during a period when many school districts have experienced declines in enrollments. The net result of these two trends has been a significant increase in State aid per pupil. During every year of the 1985-86 to 1989-90 time period, the average State aid per pupil has increased. The 1989-90 average State aid per pupil was $3,212. Without adjusting for inflation, this represents a very minute 0.9 percent decrease over the prior year figure but a 36.4 percent increase since 1985-86. Adjusted for inflation, this increase since 1985-86 represents a real, constant-dollar growth of 16.9 percent.

Total expenditures[2] per pupil also increased between 1985-86 and 1989-90, but at a slower rate than State aid. The 1989-90 expenditure per pupil was $6,884, an increase of 5.1 percent over the prior

[2]Includes General, Debt Service, and Special Aid Funds.

year and a 36.6 percent increase since 1985-86 (Table 3.2). When this 36.6 percent increase is adjusted for inflation, the increase is still a substantial 17.1 percent in constant dollars.

BUDGET ALLOCATION

The ways in which districts expended their budgets during 1989-90 were generally comparable across types of districts. The largest expenditure category was instruction, which accounted for 57.5 percent of expenditures statewide in 1985-86 but rose to 62 percent in 1989-90. This increase was in part attributable to the substantial growth in teacher salaries—a major component in overall instructional expense. Central administrative costs accounted for a small percentage of total expenditures, averaging about 2.2 percent statewide, a 0.2 percentage point increase from 1985-86. Other Department data indicate that these central administrative costs, as a percentage of all expenses, generally diminish with increased district size, but may constitute a five to six percent share of overall expense in very small districts. The percentages of total expenditures devoted to transportation and operation and maintenance also remained roughly stable over the period, accounting for 5.5 and 8.2 percent of total expenses in 1989-90. The "other" expense category, however, dropped in percent-share from 27 percent to 22.1 percent statewide. This percentage shift in the "other" category was influenced by a number of factors including: a) the dramatic increase in the instructional portion of school budgets; and b) the optional postponement (by amortization) of 1989-90 payments to the Teachers' Retirement System by districts other than New York City, which has a separate retirement system.

EXPENDITURE DIFFERENCES AMONG SCHOOL CATEGORIES

Total expenditures for 1989-90, when calculated on a per-pupil basis, varied substantially by district. Table 3.4 depicts variations in expenditures per pupil between 1985-86 and 1989-90 within and among school categories. Both the expense measure and the pupil count used in this analysis are designed to reflect as accurately as possible the district's direct educational costs. Hence, expenditures for tuition, transportation, and debt service are excluded from the expense measure. The pupil measure, in a similar fashion, excludes pupils for whom tuition charges are paid to another district and includes students enrolled in district programs as well as pupils with handicapping conditions educated in BOCES or Section 4402 programs. (See *Statistical Profiles of Public School Districts*, February 1992 for a description of these definitions.)

There were substantial differences in median expenditure per pupil among school categories. In general, on a per-pupil basis, Large City Districts spent the most ($6,923), followed by Suburban Districts ($6,745), New York City ($6,609), Other City Districts ($5,921), and Rural Districts ($5,678).

As shown in Table 3.4, during the 1989-90 fiscal year the school district at the 90th percentile of expense per pupil statewide spent 98.2 percent more than the school district at the 10th percentile ($10,105 versus $5,099 per pupil). The relative magnitude of this expenditure gap statewide was slightly larger in 1989-90 (98.2 percent) than it was in 1985-86 (95.9 percent), although such modest differences must be interpreted with caution.

Trends in the Suburban, Rural, and Other City Districts generally parallel the statewide trend. In the Suburban Districts, for example, the 1989-90 expense per pupil for the district at the 90th percentile ($10,988 per pupil) was 110.3 percent greater than that of the district at the 10th percentile ($5,225 per pupil); that expenditure gap was slightly greater than five years previous. Among Other City Districts, the expenditure gap over the five-year period differed from the statewide trend, with the district

at the 90th percentile of expense spending 80.9 percent more per pupil than the district at the 10th percentile during 1985-86, and only 71.1 percent more in 1989-90.

When school categories are disaggregated by region, however, these overall trends are shown to mask important underlying expenditure differences between upstate and downstate districts (Table 3.5). An important finding revealed by this analysis is that the spending levels of upstate Other City, Suburban, and Rural Districts were quite similar. Further, the expenditure per pupil in the downstate districts at the 10th percentile actually exceeded that of upstate districts at the 90th percentile. Thus the downstate Suburban District at the 10th percentile spent $7,415 per pupil in 1989-90 compared with the following expenditures per pupil in upstate districts at the 90th percentile: Rural, $7,075; Suburban, $7,086; and Other City, $7,075. In short, this spending level of $7,415 per pupil in the downstate Suburban Districts, while very low with respect to that of the other downstate Suburban Districts, is still quite substantial when contrasted with the spending levels of upstate districts. Such findings can be accounted for by a variety of factors, the most important being the higher regional cost of procuring educational goods and services in the New York Metro/Long Island area, and the greater fiscal capacity of many, but not all, of the downstate suburban districts.

As shown in Table 3.5, the expenditure gap among the upstate Other City Districts, upstate Suburban Districts, and (upstate) Rural Districts increased modestly over the period. Conversely, in the downstate Other City and Suburban Districts, these expenditure disparities diminished slightly. Careful scrutiny of these upstate Other City data indicates that spending per pupil for the district at the 10th percentile increased 34.9 percent over the five-year period compared to 39.5 percent in the district at the 90th percentile, thus contributing to the growth of the expenditure gap. Trends in the upstate Suburban and Rural Districts were very similar, due once again to greater increases among the districts at the 90th percentile than the districts at the 10th percentile. In all upstate categories, spending per pupil for districts at the 90th percentile exceeded that in districts at the 10th percentile by 37.4 percent to 41.3 percent.

The expenditure per pupil gap revealed among the downstate Other City and Suburban Districts, by way of contrast, differed markedly from these upstate trends in two ways. First, as noted earlier, the expenditure gap in downstate districts decreased — because the rate of expenditure growth over this period for the 10th percentile district was actually higher than the rate for the 90th percentile district. Thus, among the downstate Suburban Districts, for example, the district at the 10th percentile increased its spending per pupil by 42.6 percent, a slightly faster rate than the 41.3 percent growth rate in the district at the 90th percentile. Second, in spite of the modest reduction in the expenditure gap among downstate districts over the five-year period, the gap in 1989-90 was still substantially greater in the downstate than the upstate districts. For example, the identified spending gap among the downstate Suburban Districts exceeded 60 percent, whereas the comparison figures for the upstate districts, as noted, ranged from about 37 to 41 percent.

TABLE 3.1
TOTAL REVENUES, PUBLIC ELEMENTARY AND SECONDARY EDUCATION
NEW YORK STATE

1985-86 to 1989-90
(In Thousands)

School Year	Total Revenue From All Sources	Revenues from State Sources		Revenues from Federal Sources		Revenues from Local Sources	
		Amount	% of Total Revenue	Amount	% of Total Revenue	Amount	% of Total Revenue
1985-86	$14,526,227	$5,998,934	41.3%	$583,298	4.0%	$7,943,996	54.7%
1986-87	15,587,318	6,656,241	42.7	496,544	3.2	8,434,534	54.1
1987-88	16,902,062	7,382,238	43.7	496,032	2.9	9,023,792	53.4
1988-89	18,406,365	8,094,255	44.0	568,464	3.1	9,743,646	52.9
1989-90	19,359,537	8,035,733	41.5	703,705	3.6	10,620,099	54.9

Source: Table 1 of the Third Annual District Fiscal Profile Report.

TABLE 3.2
STATE AID REVENUES PER PUPIL AND EXPENDITURES PER PUPIL *
PUBLIC ELEMENTARY AND SECONDARY EDUCATION

NEW YORK STATE
1985-86 to 1989-90

School Year	State Aid Revenues Per Pupil	% Increase in State Aid Rev. Per Pupil Over Prior Year	Expenditures Per Pupil	% Increase in Expenditures Per Pupil Over Prior Year
1985-86	$2,356	--	$5,039	--
1986-87	2,628	11.5%	5,431	7.8%
1987-88	2,936	11.7	5,992	10.3
1988-89	3,241	10.4	6,549	9.3
1989-90	3,213	-0.9	6,884	5.1

Source: Table 2 of the Third Annual District Fiscal Profile Report.

* The expenditure measures include all district expenses except expenditures for tuition, transportation, and debt service; the pupil measure is a calculated adjusted daily membership measure (CAADM) and includes students enrolled in district programs and handicapped pupils educated in districts, BOCES, and Section 4402 programs. Prekindergarten pupils and half-day kindergarten pupils are weighted at 0.5.

TABLE 3.3
PUBLIC SCHOOL EXPENDITURES PER PUPIL
AND PERCENT OF EXPENDITURES BY FUNCTION
NEW YORK STATE: 1985-86 to 1989-90

Location	Total Expenditures Per Pupil*	Percent of Expenditures** for				
		Central Admin.	Instruc. Expenses	Transp.	Oper. & Main.	Other***
New York City						
1985-86	$4,840	2.0%	59.3%	5.4%	7.1%	26.2%
1986-87	5,088	2.0	61.9	5.5	6.9	23.7
1987-88	5,589	2.0	61.6	5.3	7.5	23.6
1988-89	6,032	2.0	63.4	5.2	8.5	20.9
1989-90	6,609	2.1	63.2	5.3	8.1	21.2
Large City Districts						
1985-86	$5,074	1.2%	56.1%	5.3%	8.4%	29.0%
1986-87	5,574	1.2	57.4	6.0	7.9	27.5
1987-88	6,199	1.3	58.2	5.7	7.8	27.0
1988-89	6,901	1.3	58.8	5.7	7.5	26.7
1989-90	6,854	1.5	63.5	6.2	7.9	21.0
Other City Districts						
1985-86	$4,888	1.8%	56.2%	4.0%	8.9%	29.2%
1986-87	5,324	1.8	57.1	4.0	8.4	28.7
1987-88	5,866	1.9	58.3	4.2	8.3	27.3
1988-89	6,420	2.0	59.2	4.2	8.3	26.4
1989-90	6,563	2.0	62.4	4.4	8.3	22.9
Suburban Districts						
1985-86	$5,442	2.0%	56.8%	5.3%	8.8%	27.1%
1986-87	5,940	1.9	57.7	5.5	8.5	26.4
1987-88	6,578	2.1	58.0	5.6	8.4	26.0
1988-89	7,242	2.1	58.5	5.5	8.3	25.7
1989-90	7,479	2.2	61.3	5.7	8.5	22.3
Rural Districts						
1985-86	$4,121	2.7%	55.0%	6.7%	8.4%	27.2%
1986-87	4,514	2.7	56.4	6.4	7.9	26.6
1987-88	4,989	2.7	57.6	6.3	7.6	25.7
1988-89	5,477	2.7	57.7	6.0	7.5	26.1
1989-90	5,694	2.7	59.6	6.1	7.3	24.3
Total State						
1985-86	$5,039	2.0%	57.5%	5.3%	8.2%	27.0%
1986-87	5,431	2.0	59.0	5.4	7.9	25.7
1987-88	5,992	2.1	59.2	5.4	8.0	25.3
1988-89	6,549	2.1	60.1	5.3	8.3	24.2
1989-90	6,884	2.2	62.0	5.5	8.2	22.1

* The expenditure measure includes all district expenses except expenses for tuition, transportation, and debt services; the pupil measure is a calculated adjusted daily measure (CAADM) and includes students enrolled in district programs and handicapped pupils educated in districts, BOCES, and Section 4402 programs. Prekindergarten and half-day kindergarten pupils are weighted at 0.5.

** The expenditure functions used here are based on definitions described in the Glossary (Statistical Profiles of School Districts). For this percentage analysis, the expenditure measure does not include tuition, transportation, and debt services expenditure.

*** Includes board of education, community services, undistributed expenses (including employee benefits), and certain interfund transfers.

TABLE 3.4
PUBLIC SCHOOL EXPENDITURES PER PUPIL FOR DISTRICTS
AT THE 10TH, 50TH, AND 90TH PERCENTILES OF EXPENSE BY LOCATION
1985-86 to 1989-90

Location	Expend./ Pupil* 1985-86	Expend./ Pupil* 1989-90	Expend. Change $	Expend. Change %	Expend. Gap '85 Index**	Expend. Gap '89 Index**
New York City	$4,839.86	$6,609.01	$1,769.15	36.55%	NA	NA
Large City Districts 50th	$5,191.53	$6,922.75	$1,731.22	38.94%	NA	NA
Other City Districts						
10th	$3,845.51	$5,177.78	$1,332.27	34.64%		
50th	4,406.12	5,920.95	1,514.83	34.38	80.94%	71.09%
90th	6,958.25	8,858.88	1,900.63	27.31		
Suburban Districts						
10th	$3,829.18	$5,225.54	$1,396.36	36.47%		
50th	4,896.36	6,745.40	1,849.04	37.76	103.84%	110.28%
90th	7,805.50	10,988.10	3,182.60	40.77		
Rural Districts						
10th	$3,642.82	$5,007.32	$1,364.50	37.46%		
50th	4,038.06	5,677.69	1,639.63	40.60	37.02%	41.29%
90th	4,991.33	7,074.79	2,083.46	41.74		
State Total						
10th	$3,730.49	$5,099.31	$1,368.82	36.69%		
50th	4,405.10	6,045.04	1,639.94	37.61	95.86%	98.17%
90th	7,306.54	10,105.11	2,798.57	38.94		

* The expenditure measure includes all district expenses except expenses for tuition, transportation, and debt services; the pupil measure is a calculated adjusted daily measure (CAADM) and includes students enrolled in district programs and handicapped pupils educated in district, BOCES, and Section 4402 programs. Prekindergarten and half-day kindergarten pupils are weighted at 0.5.

** The expenditure gap index is calculated by determining the expenditure/pupil difference between the 10th and 90th percentiles, and dividing the difference by the expenditure per pupil at the 10th percentile and multiplying the result by 100 to express the difference as a percent.

TABLE 3.5
UPSTATE-DOWNSTATE COMPARISON OF
PUBLIC SCHOOL EXPENDITURES PER PUPIL FOR DISTRICTS
AT THE 10TH, 50TH AND 90TH PERCENTILES OF EXPENSE
BY LOCATION: 1985-86 to 1989-90

Location	Expend./ Pupil* 1985-86	Expend./ Pupil 1989-90	Expend. Change $	Expend. Change %	Expend. Gap '85 Index**	Expend. Gap '89 Index**
Other City Districts						
Downstate (N=7)						
10th	$5,953.76	$ 8,245.73	$2,291.97	38.50%		
50th	7,083.62	10,340.29	3,256.67	45.97	63.67%	58.89%
90th	9,744.66	13,101.83	3,357.17	34.45		
Upstate (N=50)						
10th	$3,817.33	$ 5,148.13	$1,330.80	34.86%		
50th	4,324.87	5,786.46	1,461.59	33.79	32.87%	37.43%
90th	5,072.04	7,074.88	2,002.84	39.49		
Suburban Districts						
Downstate (N=169)						
10th	$5,199.22	$ 7,415.16	$2,215.94	42.62%		
50th	6,915.03	9,741.61	2,826.84	40.88	63.02%	61.57%
90th	8,475.75	11,980.44	3,504.69	41.35		
Upstate (N=243)						
10th	$3,791.45	$ 5,046.21	$1,326.76	35.67%		
50th	4,241.16	5,766.81	1,525.65	35.97	38.61%	40.44%
90th	5,155.65	7,086.78	1,931.13	37.46		
Rural Districts*** (N=220)						
10th						
50th	$3,642.82	$ 5,007.32	$1,364.50	37.46%		
90th	4,038.06	5,677.69	1,639.63	40.60	37.02%	41.29%
	4,991.33	7,074.79	2,083.46	41.74		

* The expenditure measure includes all district expenses except expenses for tuition, transportation, and debt services; the pupil measure is a calculated adjusted daily measure (CAADM) and includes students enrolled in district programs and handicapped pupils educated in district, BOCES, and Section 4402 programs. Prekindergarten and half-day kindergarten pupils are weighted at 0.5.

** The expenditure gap index is calculated by determining the expenditure/pupil difference between the 10th and 90th percentiles, and dividing the difference by the expenditure per pupil at the 10th percentile, and multiplying the result by 100 to express the difference as a percent.

*** The rural districts are defined as upstate districts.

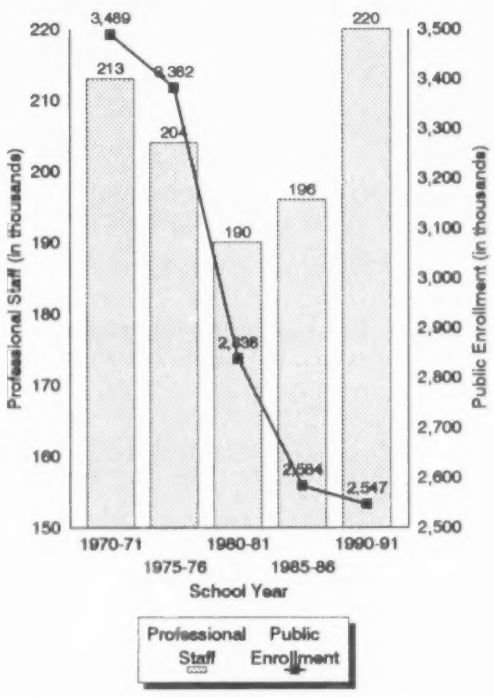
CHAPTER III: RESOURCES—*PUBLIC SCHOOL TEACHERS AND ADMINISTRATORS*

In 1990-91, approximately 186,000 persons taught in New York State's public schools; an additional 33,000 people held other professional positions in school districts (Table 3.6).[1] Tracing the trend in the number of professional staff employed reveals an 11 percent decrease between 1970 and 1980 followed by a slight increase (3 percent) between 1980 and 1985 and a larger increase (12 percent) after 1985. The increase since 1980 amounted to 22,368 teachers and 7,381 other professionals — 13.6 percent and 28.4 percent, respectively. Part of this increase may be accounted for by greater enrollments in special-education, English as a second language, and bilingual programs mandated by law.

The decline in professional staff in the 1970s responded to a decline in enrollments. When the number of school professionals began to increase in 1980, however, enrollment continued to decline. Figure 3.2 contrasts the decline in enrollments (approximately 28.4 percent) with the increase in professional teaching and nonteaching staff. In 1970-71, 213,000 professional staff served 3.49 million students; last year, 220,000 served 2.55 million students. In 1990-91, on a statewide average, districts employed one classroom teacher for every 13.7 students.[2] This statistic compares with 17.3 students in 1980-81 and 18.8 students per teacher in 1970-71.

Figure 3.2
Trends in Public School Enrollment and Total Professional Staff

New York State
1970-71 to 1990-91



These improved pupil-teacher ratios have decreased class sizes in public schools (Table 3.7). While research suggests that class size is most critical in the primary grades, statewide, kindergarten class sizes decreased the least (from 22.9 pupils to 21.9 pupils); class sizes in grades 1-6 were reduced from 25.8 to 23.7. Among courses documented, class sizes in U.S. history and government declined the most (from 25.7 students to 22.7 students).

With the exception of kindergarten and U.S. history and government, class-size reductions in New York City have outstripped those in the rest of the State (the Other City, Suburban, and Rural District Categories). Class sizes in grades 1-6 were reduced by 4.2 students in New York City. Class sizes in English 7 and English 9 were reduced by 2.5 and 3.6 students, respectively. Nevertheless, in each category, class sizes in New York City remained substantially larger than elsewhere in the State.

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[1]Includes administrators, guidance counselors, school nurses, psychologists, and other professional staff who devote more than half of their time to nonteaching duties.

[2]The denominator in each ratio is total staff, which includes both full-time and part-time staff.

In Large City Districts, average enrollment in U.S. history and government declined the most (5.1 fewer students per class), followed by English 9 (3.5 fewer students per class) and English 7 (2.9 fewer students per class). Class sizes in these districts are smaller on average than those in New York City but larger than those elsewhere (Table 3.7).

Improvements in pupil-personnel staff relative to enrollments also occurred during this period. During 1990-91 for every 1,000 students, districts employed an average of 2.2 full-time-equivalent (FTE) school counselors, 0.9 FTE school psychologists, and 0.5 FTE school social workers. Just as the large urban Districts had larger percentages of students enrolled in special-education and larger percentages of students in poverty, these school districts had higher pupil-personnel staff ratios. The Large City Districts had 4.4 pupil-personnel staff per 1,000 students; New York City had 3.9. Rural Districts had the lowest ratio, 2.8 (Table 3.8).

PROFESSIONAL STAFF CHARACTERISTICS

This section describes some characteristics that are believed to affect the quality of instruction and other professional services: median years' experience, educational credentials, certification, and teacher turnover in schools. Salary levels, which influence schools districts' ability to attract and keep qualified teachers, are also examined. Variations among public school districts in the characteristics of the professionals they employ are found.

Salary

The largest component of educational expenditures consists of instructional-staff salaries. Table 3.9 shows the median salary of teachers by degree status over the last 10 years. In actual dollars, between 1980-81 and 1990-91 the median salary increased 140.2 percent for new teachers (those with bachelor's degrees and one year's experience) and 81.6 percent for teachers with advanced degrees and more than 15 years' experience. When median teacher salaries are adjusted for inflation, the rate of salary increase is significantly less (51.4 percent for new teachers with bachelor's degrees and 25.5 percent for the most experienced teachers). First-year teachers, regardless of degree status, have shown the largest gains in earning power since 1980 (Table 3.10).

The salaries of both instructional and noninstructional education staff are related to regional costs to the school district, professional experience of staff, formal postsecondary training (degree status), and certification status in areas appropriate to formal responsibilities. Differences among school categories on these factors resulted in significant variations in staff salaries (Table 3.11). Administrators and classroom teachers in Suburban Districts earned the highest median salaries among their peers, as did noninstructional professional staff in New York City. At every salary percentile, staff in Rural Districts earned less than staff in other school categories. Statewide, at every salary percentile, classroom teachers earned less than administrators and other professionals. Examining individual school categories reveals that New York City had the greatest pay differential between instructional and noninstructional staff; in other school categories the salaries of classroom teachers approached or exceeded those of other nonadministrative professionals.

Teacher Turnover

Across the State, approximately nine percent of public school teachers who had taught in 1989-90 did not return to their district in 1990-91. The curriculum areas with the highest turnover rates were bilingual education and English as a second language (both with a 13 percent turnover rate), special education, and foreign languages (both 10 percent). The subject with the lowest turnover rate was mathematics (seven percent). Elementary education (K-6) and science had turnover rates of eight percent. Overall, turnover was somewhat higher for female than male teachers (Table 3.12). Like other teacher characteristics, turnover rates varied by school category. New York City had the highest (14 percent); Other City and Suburban Districts, the lowest (7 percent).

Certification Status

In New York State, 75.9 percent of teachers held permanent certification in 1990-91 (which requires a master's degree and two years' teaching experience). In several key curriculum areas, however, the percentage of permanently certified teachers was below 60 percent: instructional technology (33.0), bilingual education (40.3 percent), technical education (43.2), trade education (50.5), general cooperative work experience (51.2), English as a second language (53.6 percent), health occupations (54.4), and several special-education fields (44.7 to 75.1 percent). As might be expected, these curriculum areas were more likely than others to be taught by teachers who were not certified in the area (Table 3.13).

Table 3.14 shows that the percentage of nonteaching professional personnel with permanent certification was also quite high (75.0 percent). Almost all superintendents had permanent certification; the percentages for specific fields ranged from 91.0 percent for assistant superintendent to 98.8 percent for superintendents in independent districts. The percentages of principals with permanent certification ranged from 76.5 percent for assistant K-12 school principals to 94.5 percent for middle school principals. Pupil-personnel staff (attendance teachers, school psychologists, social workers, school counselors, nurse-teachers, school nurses, and dental hygienists), as a group, had somewhat lower percentages of permanent certification, ranging from 57.1 percent for attendance teachers to 93.3 percent for dental hygienists. Among school categories, New York City had the highest percentage of unlicensed teachers (16.3 percent), while Suburban Districts had the lowest percentage (5.6 percent) (Table 3.16).

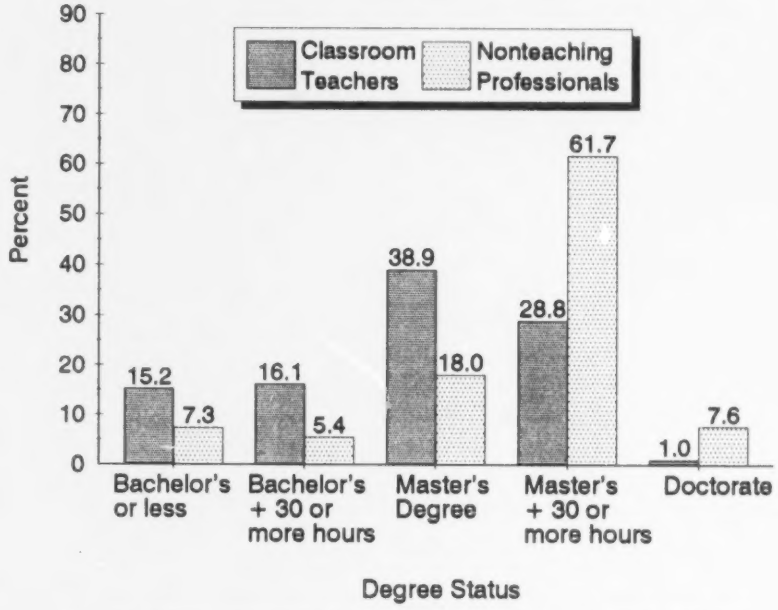
Degree Status

The educational level attained by teaching and noninstructional staff affects their expectations and salary demands. A master's degree is required for permanent certification as a teacher. Certification in other professional fields such as district administration or school psychology may require 60 hours' study beyond the bachelor's degree. In general, New York's school professionals were highly educated (Figure 3.3). Almost 85 percent of classroom teachers had at least 30 credit hours beyond the bachelor's degree (the educational requirement for permanent teacher certification until 1978); almost 30 percent had 30 credit hours beyond the master's degree. Among nonteaching professionals, 70 percent had at least 30 credits beyond the master's. New York City has the largest percentage of classroom teachers with this high level of education (44.6 percent); Rural Districts, the smallest (10.4 percent).

Experience

The State's education professionals, as a whole, are highly experienced; the median years' experience for administrators in 1990-91 was 23 years, for classroom teachers, 16 years, and for other professionals, 18 years (Table 3.15). There was some variation, however, among school categories in the experience of classroom teachers and other professional staff. Classroom teachers at the twenty-fifth and fiftieth percentiles in New York City and at the twenty-fifth percentile in Rural Districts had less experience than their counterparts across the State. In Rural Districts, other professionals were less experienced in every percentile category than comparable staff elsewhere. At the seventh-fifth percentile, no school category had a median-experience level for any group of staff that was more than one year different than the State median. The one exception was *other professionals* in Rural Districts who had only 20 years' experience as opposed to 24 years' experience for the State.

Figure 3.3
Degree Status of Public School Professional Personnel
1990-91



Summary of Classroom Teacher Characteristics

The selected educator characteristics that have been discussed independently above directly influence each other. Teachers with greater experience and more education earn higher salaries. Higher turnover rates may necessitate greater reliance on uncertified or unlicensed teachers. Table 3.16 summarizes selected teacher characteristics in 1990-91 for each for the five public school categories. New York City paid the second highest median salary ($43,217) and had the most teachers with 30 credit hours beyond the master's degree (44.6 percent). In contrast, New York City had the highest rate of teacher turnover (14 percent), the largest percentage of teachers who were not licensed (16.3 percent), and the fewest median years of experience (14 years). Suburban Districts had the best qualified teachers as indicated by certification (4.4 percent not certified) and experience (18 years) and the lowest turnover rate (7 percent). Rural Districts paid the lowest salaries ($33,503) and had the smallest percentage of teachers with educational credentials beyond the master's degree (10.4 percent).

Teacher Characteristics and Minority Schools

Chapter V documents the strong contrasts in performance between schools with low- and high-minority composition. Corresponding contrasts were found in classroom teacher characteristics among public schools with varying minority composition (Table 3.17). Statewide, teachers in low-minority schools (20 percent or fewer minority students) were less likely to leave their schools, were more likely to be certified or licensed, and had more experience than teachers in high-minority schools (80 percent or more minority). A larger percentage of teachers in high-minority schools, however, had completed significant graduate work beyond the master's degree. In New York City, teachers in low-minority schools earned higher salaries than teachers in high-minority schools. This situation was reversed in school districts other than the Big 5: elsewhere, teachers in high-minority schools earned higher median wages than teachers in low-minority schools. Because New York City had the majority of high-minority schools and had the highest salaries, statewide teacher salary and minority composition were not related.

Among all schools statewide with minority enrollments greater than 80 percent, New York City schools had the highest teacher turnover rate, the highest percentage of teachers who were teaching outside their subject of certification, and teachers with the fewest years' experience. On the other hand, New York City schools in this category had the highest percentage of teachers holding educational credentials beyond the master's degree.

Do Teacher Characteristics Make a Difference?

The finding of differences in measured teacher characteristics among school district and minority composition categories suggests that these differences might be related to differences in performance among categories. Very little convincing empirical evidence exists on this issue because of the difficulty of disentangling the multiple factors that influence performance. The following is one illustration of this difficulty: the last-hired, and presumably, least experienced teachers are frequently assigned to schools where performance has traditionally been the lowest. Consequently, when this pattern of low-performance continues it may be attributable to either inexperienced teachers or insufficient prior school learning. To separate the two influences, a measure of prior learning is necessary. When such a measure is unavailable, socioeconomic status is frequently used as a surrogate, because socioeconomic status is known to be related to educational outcomes.

This analysis suggests that the ideal condition for measuring the effect of teacher characteristics on performance would be one in which classrooms were composed of randomly assigned students so there are no systematic differences among classes in socioeconomic status. Teachers with varying levels of experience, certification, and education could then be randomly assigned to these classes. Measured differences among these classes in performance would estimate the effect of these teacher variables on performance. This estimate would be subject to dispute, because while socioeconomic status is related to performance, it is merely a proxy for other causative factors, such as the amount of school-related learning that occurs in the home. Such factors vary widely among children of matched socioeconomic status and, consequently, so does performance.

This experiment was approximated statistically by examining the effects of three teacher variables on the percentage of students above the State reference point on the grade 3 Pupil Evaluation Program (PEP) reading test controlling for school poverty status and minority category. The three teacher variables were percentage of teachers who are not certified, median years' experience, and percentage of teachers with 30 credits beyond the master's degree (master's plus 30). This is a very weak test of the hypothesis because the PEP test is designed only to identify children who have not acquired the ability

to read the simplest connected prose. It does not discriminate among children who have achieved this goal.

Separate analyses were completed for each school category. In every school category, the percentage of children in poverty measure was significantly related to performance on the grade 3 reading test. In every category except Large City Districts and Rural Districts, minority composition category was also related to PEP performance. Once the effect of poverty was controlled for, minority composition explained only a small amount of variance in performance. This finding supports other research demonstrating that many racial/ethnic differences in performance can be accounted for by differences in other variables such as parent education and occupational status.

Once differences attributable to these two factors were accounted for, tests were completed to determine if the remaining performance variations among schools could be attributed to teacher characteristics. In the Suburban Districts, the percentage of teachers with master's plus 30 accounted for another small but significant part of performance variance. In other words, in suburban schools with similar poverty status and minority composition, those schools with a greater number of highly educated teachers had more children scoring above the State reference point. Similarly, in Rural Districts, schools with greater median teacher experience performed better. In the Large City Districts (where minority composition was not significant) and in New York City, schools with smaller percentages of unlicensed or uncertified teachers performed better on the grade 3 reading test. These factors did not account for significant variation in Other City Districts, once poverty status and minority composition were accounted for.[3]

These findings taken together suggest that teacher qualifications such as experience, certification, and education do significantly influence learning as measured by the grade 3 PEP reading test. And this effect is not accounted for by the correlation of these teacher variables with poverty and minority composition. A performance measure with greater power to discriminate could be expected to produce larger effects.

TEACHER EDUCATION

During the decade of the 1980s, much public attention has been devoted to the profession of teaching. Concern has arisen over inability to attract and retain teachers because salaries and prestige were perceived to be low and working conditions poor (too much paper work, too little control over one's own job, too many nonteaching duties). New York State responded to this concern by promoting enrollments in undergraduate and graduate teacher-education programs through scholarship, fellowship, and loan programs. Attracting new, highly qualified individuals to teaching will be a continuing concern in the next decades as 62 percent of current public school teachers are 41 years of age or older.

Table 3.18 displays the number of institutions offering registered teacher-education programs by postsecondary sector and region. Public and private programs are available in each of the eight regions of the State. The table also shows student enrollment in these programs. While public colleges and

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[3]Poverty status and minority composition together accounted for 49.9 percent of variance in New York City, 23.9 percent in Other City Districts, and 8.1 percent in Suburban Districts. Poverty status accounted for 20.6 percent of variance in the Large City Districts and 6.7 percent in the Rural Districts. The additional variance accounted for by teacher variables was 1.0 percent in the Suburban Districts, 2.6 percent in the Rural Districts, 4.1 percent in the Large City Districts, and 2.3 percent in New York City.

universities constituted only one-third of the teacher-education institutions, they enrolled 56.0 percent of all students in such programs.

Since 1984, total enrollment across all teacher-education programs has increased by 50.8 percent (Table 3.19). The number preparing to teach science and mathematics increased by a similar amount (50.6 percent). However, these majors continued to constitute a very small portion of teacher enrollments: in 1990, 2.9 percent of teacher-education enrollments were in general science, physics, chemistry, biology, or earth science; 3.6 percent, in mathematics. Comparatively few students were preparing to teach foreign languages (1.6 percent) or occupational subjects (1.7 percent). Almost 44 percent of the enrollments were in elementary education and 15 percent were in special education. More students were enrolled in undergraduate (57 percent) than graduate programs.

New Teachers

School districts hired replacements for most staff who did not return to teaching in 1990-91. While most hires were experienced teachers, 30 percent had not taught before and may have been recently certified. In 1990-91, the State Education Department issued 30,766 teacher certificates, 3,541 administrator certificates, and 2,540 certificates in pupil-personnel fields (Table 3.20). The most teaching certificates were awarded for elementary grades N-6 (39.9 percent) and special education (16.2 percent).

In-Service Education

Like experience and degree status, participation in in-service education is also useful in assessing the qualifications of the teaching force. Until this past year, the State's major support for in-service training of education professionals comes through Teacher Resource and Computer Training Centers, created by the Legislature in 1984 to provide teachers with an opportunity to develop systematic, ongoing in-service training programs, to assure the dissemination and application of educational research developments to classroom instruction, and to develop new curricula and curricular materials specifically designed to meet the educational needs of students as identified by teachers themselves. The teacher center concept is collaborative, involving teachers, school administrators, higher education representatives, business and industry, and parents.

State funding for Teacher Centers was eliminated in the 1991-92 budget. The Teacher Center story, however, did not end there. With limited support from a variety of sources — teacher associations, school districts, business and industry, communities, and individual teachers — almost 98 percent of the 111 teacher centers are functioning, although most in limited ways.

At a time of painful school district cuts and reductions in many worthy programs, it is easy to put professional development for educators on hold. Teachers, however, know that they are confronting global issues and problems that go well beyond their basic academic training. They know that to prepare students for a world of increasing complexity and rapid changes, they must themselves be on the cutting edge of educational research and technology applications. This awareness has spurred teachers and others to sacrifice their own time and money to keep relevant professional and classroom opportunities available through teacher centers. However, these measures permit only a very reduced level of operations.

The Commissioner and the Board of Regents have included in their 1992-93 budget request an allocation that would restore teacher centers and connect them to the many important tasks of implementing the New Compact. Many segments of the educational community, along with teachers

themselves, support restoration of State funding for the operation of teacher centers, which have become the cornerstone of effective staff development in New York State.

The Dwight D. Eisenhower Mathematics and Science Act is a Federal entitlement program which provides funds to local educational agencies and institutions of higher education to improve the skills of teachers and the quality of instruction in mathematics and science. In 1990-91, approximately $7.1 million were allocated to New York State school districts to support in-service training programs for public and nonpublic teachers of mathematics and science. Teacher training is conducted through a variety of means, including workshops, conferences, seminars, and tuition reimbursement.

Most school districts in the State participate in this program. In compliance with the legislation, nonpublic school teachers may participate on an equitable basis in the public schools' in-service activities. The State Education Department expended approximately $397,000 of the 1990-91 Eisenhower funds to disseminate model programs for teacher in-service training and to provide technical assistance.

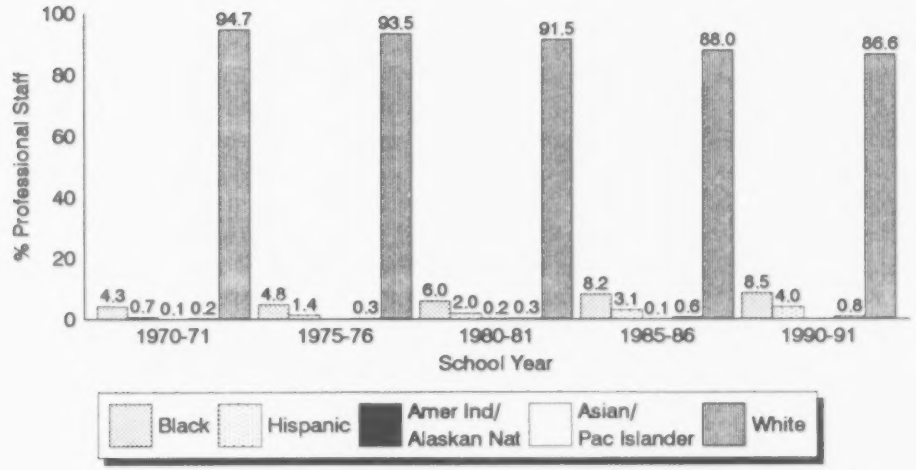
Funds are also available under this act for institutions of higher education to conduct training and in-service programs in mathematics and science. In 1990-91, grant funds totalling $516,000 were awarded to seven postsecondary institutions for statewide programs designed to improve the skills of teachers in mathematics and science and to increase access of all students to such instruction. Another $1.28 million went to 34 postsecondary institutions for local and regional mathematics and science training programs. Finally, $720,000 went to 19 postsecondary agencies for programs to increase access of historically underrepresented and underserved individuals to mathematics and science.

In addition to the Teacher Centers and the Dwight D. Eisenhower programs, public school districts conduct their own in-service activities. While State Education Department staff frequently participate in such programs or provide technical assistance in planning them, the Department does not currently maintain comprehensive records on these programs.

RACIAL/ETHNIC COMPOSITION

One strategy for achieving equity of outcomes is to ensure that the educational system provides all children appropriate role models. Hence, we are concerned with the minority representation among professional educators.

Figure 3.4
Percent Distribution of Public School Professional Staff
By Racial/Ethnic Origin
1970-71 to 1990-91

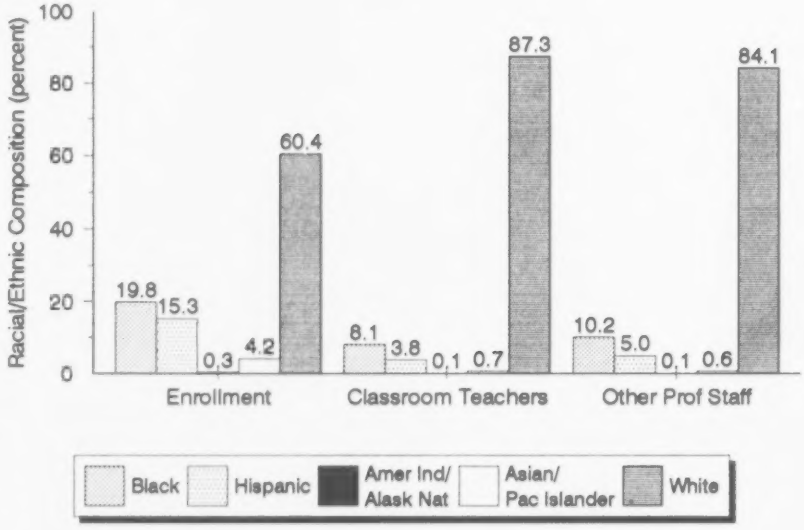


The minority portion of the State's public school professional force has been increasing since 1970-71, when Blacks and Hispanics represented only 4.6 percent of all classroom teachers and 5.0 percent of all professional staff (Figure 3.4). During the 1990-91 academic year, these two minority groups constituted 11.9 percent of teachers and 12.5 percent of all professional staff — more than twice the percentage they represented in 1970-71. Minority teaching staff, like minority students, are concentrated in large urban areas. In 1990-91, Blacks and Hispanics represented 28.9 percent of New York City's professional staff and 17.9 percent of the professional staff in the Large City Districts, compared with 2.6 percent in the remaining districts in the State (Table 3.21).

Even though the percentage of minority professional staff has been increasing over the last 20 years, the 1990-91 racial/ethnic distribution of teachers and other professional staff was not comparable to that of students. Figure 3.5 depicts discrepancies in racial/ethnic distribution among classroom teachers, other professional staff, and their students. In 1990-91, the Black representation in enrollment (19.8 percent) was two-and-a-half times as great as their representation among classroom teachers (8.1 percent). Across the State, the disparity was greater among Hispanics than Blacks: Hispanics constituted 15.3 percent of enrollment and 3.8 percent of classroom teachers. American Indians/Alaskan Natives and Asian/Pacific Islanders were also substantially underrepresented. To equal the current student minority shares, we need three times as many American Indian/Alaskan Native and six times as many Asian/Pacific Islander teachers. This pattern of disparities was generally true in New York City, the Large City Districts, and districts in the rest of the State (Table 3.22).

This disparity is a serious concern since it deprives children of role models of their own racial/ethnic background. School districts attempt to decrease this disparity by recruiting minorities to fill openings. The Department has data for fall 1990 on the racial/ethnic composition of "new hires" among professional staff in public schools in New York City, the Large City Districts, and districts elsewhere in the State. These data indicate that minority representation among new hires was greater than among total professional staff (Table 3.23). For example, while only 10.2 percent of all classroom teachers in New York City were Hispanic, 15.1 percent of new hires were. While 3.4 percent of all classroom teachers in the Large City Districts were Hispanics, 5.6 percent of new hires were.

Figure 3.5
Racial/Ethnic Composition of Public School Professional Staff and Students
New York State
1990-91



GENDER COMPOSITION

In 1990-91 slightly more than two-thirds of the State's teachers were women. Table 3.13 shows that women were especially strongly represented in prekindergarten, kindergarten, home economics, library, gifted and talented, common-branch elementary grades, health-occupations education, and special education. Men tended to hold higher percentages of teaching positions in occupational-education subfields, safety education, social studies, and science. The only fields they dominated to the extent that women dominated elementary education and home economics were technology (industrial arts) and safety education.

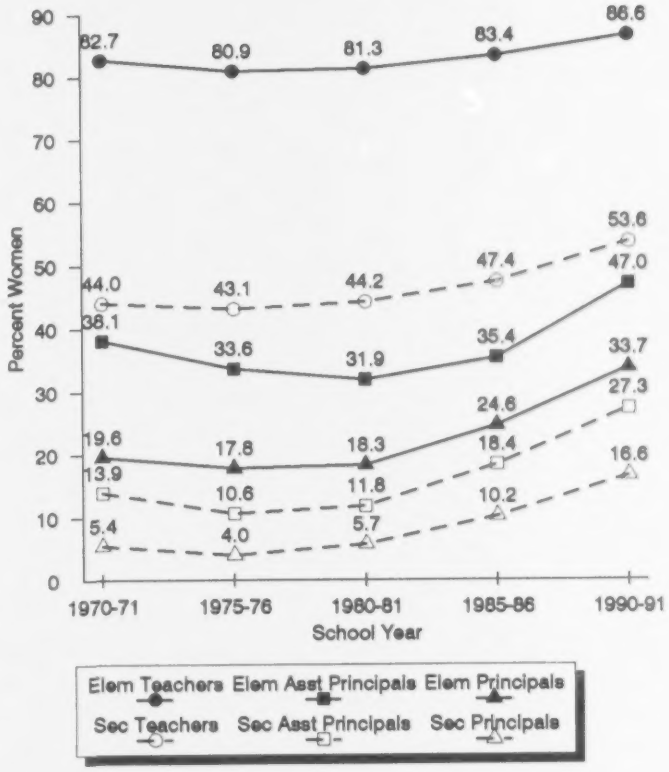
Among nonteaching professionals, men held 47.9 percent of all positions and women, 52.1 percent. There were, however, very distinct gender differences among subfields (Table 3.14). Men hold significantly greater percentages of leadership positions (superintendents, principals, and department chairpersons). In fact, in the 1990-91 school year, 93.8 percent of independent school district superintendents and 91.1 percent of dependent district superintendents were males. Women were better represented among deputy and assistant superintendents (between 21.7 percent and 27.4 percent of all positions). There was also greater representation of women in the fields of assistant special-school principal (57.7 percent women) and assistant elementary school principal (56.5 percent women).

In 1990-91, women predominated in the professional support services (nurse-teacher, school nurse, dental hygienist, social worker, school counselor, and school psychologist). Men, however, held the majority of positions (65.9 percent) as attendance teachers. In the remaining professional pupil-

service fields, women held the majority of positions. In fact, the professional field of "school nurse" was 100 percent female.

Table 3.24 shows the percentages of women administrators in selected district administrative fields beginning in 1970-71. This table demonstrates that in every professional field the percentage of females declined between 1970 and 1975. This decrease may be related to the decline in total professional staff already documented during that period. The percentage of female school superintendents declined to a low of 1.8 percent in 1980 and increased during the 1980s to 6.2 percent, almost 2 percent fewer than in 1970-71. However, the percentage of female deputy, associate, and assistant superintendents and the percentage of female school business managers more than doubled during this period.

Figure 3.6
Percent of Women Principals, Assistant Principals, and Classroom Teachers in Public Elementary and Secondary Schools
New York State
1970-71 to 1990-91



In the last 10 years, the percentage of female principals, assistant principals and classroom teachers has increased (Figure 3.6). The increase in female principals and assistant principals has been particularly significant. In 1990-91, however, women continued to be better represented among principals and assistant principals of elementary schools (33.7 and 47.0 percent) than secondary schools (16.6 and 27.3 percent). Even so, in elementary schools the percentage of women in leadership positions was small compared to their representation among classroom teachers (86.6 percent). To have equivalent representation of women in teaching and leadership positions in elementary schools, the number of female elementary principals would need to more than double, while to achieve that equivalence at the secondary level, the number of female principals must triple.

The gender distribution of certificates awarded mirrored that of the current teaching force (Table 3.20). Females received almost all the certificates issued in home economics (98.4 percent), elementary grades N-6 (91.7 percent), and special education (90.5 percent). The only subjects in which males were awarded the majority of certificates were industrial arts (88.5 percent), vocational education (57.0 percent), social studies (53.9 percent), and physical education (52.7 percent); all are areas in which males represent significant percentages of the current work force.

In 1990-91 females received 59.8 percent of certificates issued in the area of school district administrator and 61.5 percent in the area of school administrator and supervisor. These percentages are

in sharp contrast to the percentages of females who are currently employed in these fields and should yield greater representation of women in these fields.

The gender differences among certificate recipients in pupil-personnel fields were somewhat greater than those among currently employed professionals in these fields. For example, three-quarters of the certificates for school counselor were issued during 1990-91 to females, while little more than half (57.7 percent) of the State's current school counselors are females (Table 3.20).

TABLE 3.6

PROFESSIONAL STAFF IN PUBLIC ELEMENTARY AND SECONDARY SCHOOLS

NEW YORK STATE 1970-71 TO 1990-91

Year	Classroom Teachers	Other Professional Staff*	Total Professional Staff
1970-71	185,226	27,943	213,166
1975-76	177,486	26,500	203,986
1980-81	163,837	25,963	189,800
1985-86	169,615	26,462	196,077
1986-87	170,354	29,713	200,067
1987-88	176,910	36,177	213,087
1988-89	177,871	35,773	213,644
1989-90	183,293	31,835	215,128
1990-91	186,205	33,344	219,549

* Includes administrators, school counselors, school nurses, psychologists and other professional staff who devote more than half their time to nonteaching duties.

TABLE 3.7

PUBLIC SCHOOL AVERAGE CLASS SIZE IN SELECTED COURSES

NEW YORK STATE
1980-81 TO 1990-91

Course/Year	New York City	Large City Districts	Rest of State	Total State
Kindergarten				
1980-81	25.0	23.6	22.2	22.9
1985-86	24.9	23.5	21.0	23.3
1990-91	24.7	23.5	20.7	21.9
Grades 1-6				
1980-81	31.5	24.9	23.4	25.8
1985-86	27.9	24.1	22.1	24.1
1990-91	27.3	24.6	22.1	23.7
English 7				
1980-81	31.4	25.6	23.5	25.4
1985-86	29.7	23.4	21.4	23.6
1990-91	29.0	22.7	21.2	23.3
English 9				
1980-81	31.5	25.6	23.2	25.2
1985-86	28.9	24.5	21.8	23.7
1990-91	27.9	22.1	20.3	22.4
Biology Regents				
1980-81	33.0	25.9	23.8	26.0
1985-86	31.4	26.4	23.6	25.8
1990-91	31.1	25.5	22.0	24.2
U.S. History & Government				
1980-81	31.7	27.1	23.8	25.7
1985-86	29.9	24.6	22.3	24.3
1990-91	29.3	22.1	20.5	22.7

TABLE 3.8

PUBLIC SCHOOL PUPIL PERSONNEL SERVICES STAFF PER 1,000 STUDENTS BY LOCATION

NEW YORK STATE 1990-91

Location/Field	FTE Staff Per 1,000 Students
New York City	
School Psychologists	0.8
School Social Workers	0.7
School Counselors	2.4
Large City Districts	
School Psychologists	1.2
School Social Workers	1.0
School Counselors	2.2
Other City Districts	
School Psychologists	0.9
School Social Workers	0.5
School Counselors	2.0
Suburban Districts	
School Psychologists	1.1
School Social Workers	0.4
School Counselors	2.2
Rural Districts	
School Psychologists	0.7
School Social Workers	0.2
School Counselors	1.9
Total State	
School Psychologists	0.9
School Social Workers	0.5
School Counselors	2.2

TABLE 3.9

MEDIAN SALARY OF PUBLIC SCHOOL CLASSROOM TEACHERS BY DEGREE STATUS AND EDUCATIONAL EXPERIENCE IN ACTUAL DOLLARS

NEW YORK STATE 1980-81 TO 1990-91

Degree Status/Total Education Experience	Actual Dollars			Percent Change		
	1980-81	1985-86	1990-91	1980-81 to 1985-86	1985-86 to 1990-91	1980-81 to 1990-91
Bachelor's Degree						
1 year	$10,981	$18,500	$26,375	68.5%	42.6%	140.2%
10 years	16,206	19,941	30,000	23.1	50.4	85.1
16-20 years	20,032	27,263	35,999	36.1	32.0	79.7
BS + 30 or Master's						
1 year	$12,358	$18,500	$27,630	49.7%	49.4%	123.6%
10 years	18,163	24,079	34,400	32.6	42.9	89.4
16-20 years	22,864	32,000	41,524	40.0	29.8	81.6

TABLE 3.10

MEDIAN SALARY OF PUBLIC SCHOOL CLASSROOM TEACHERS BY DEGREE STATUS AND EDUCATIONAL EXPERIENCE IN 1980 DOLLARS

NEW YORK STATE 1980-81 TO 1990-91

Degree Status/Total Education Experience	1980 Dollars			Percent Change		
	1980-81	1985-86	1990-91	1980-81 to 1985-86	1985-86 to 1990-91	1980-81 to 1990-91
Bachelor's Degree						
1 year	$10,981	$14,167	$16,629	29.0%	17.4%	51.4%
10 years	16,206	15,271	18,915	- 5.8	23.9	16.7
16-20 years	20,032	20,878	22,697	4.2	8.7	13.3
BS + 30 or Master's						
1 year	$12,358	$14,167	$17,421	14.6%	23.0%	41.0%
10 years	18,163	18,440	21,689	1.5	17.6	19.4
16-20 years	20,864	24,506	26,181	17.5	0.8	25.5

TABLE 3.11

SALARY PERCENTILES FOR SCHOOL PROFESSIONAL PERSONNEL BY LOCATION

NEW YORK STATE
1990-91

Location	Salary Percentile		
	25th	50th	75th
Public			
New York City			
Administrators	$52,750	$54,739	$60,000
Classroom Teachers	31,376	42,171	49,579
Other Professional Staff	43,217	49,379	52,750
Large City Districts			
Administrators	47,000	55,072	61,180
Classroom Teachers	30,000	38,600	46,985
Other Professional Staff	30,031	39,962	48,855
Other City Districts			
Administrators	45,870	53,103	60,951
Classroom Teachers	31,551	39,408	45,103
Other Professional Staff	30,640	39,390	47,775
Suburban Districts			
Administrators	51,387	61,000	69,238
Classroom Teachers	35,161	45,423	55,284
Other Professional Staff	32,393	44,962	56,907
Rural Districts			
Administrators	40,072	45,000	50,600
Classroom Teachers	27,663	33,347	39,716
Other Professional Staff	26,490	33,195	40,318
Total Public			
Administrators	49,379	54,739	63,500
Classroom Teachers	32,000	42,000	50,088
Other Professional Staff	35,316	46,637	52,750

TABLE 3.12

PUBLIC SCHOOL TEACHER-TURNOVER RATE BY SUBJECT AND GENDER

NEW YORK STATE FALL 1989 TO FALL 1990

Subject	Male	Female	Total
K-6	8%	8%	8%
English	8	9	9
Social Studies	8	9	9
Mathematics	7	7	7
Science	8	9	8
Foreign Language	10	10	10
Bilingual Education	16	12	13
English as a Second Language	16	12	13
Occupational Education	8	10	9
Special Education	10	10	10
Other	8	10	9
TOTAL	8%	9%	9%

Turnover Rate = Number of classroom teachers teaching in 1989-90, but not teaching in 1990-91, divided by the total number of classroom teachers in 1989-90.

TABLE 3.13
CERTIFICATION STATUS AND GENDER OF PUBLIC SCHOOL TEACHERS BY PROFESSIONAL FIELD
NEW YORK STATE
1990-91

Professional Field	Certification Status			Gender	
	Permanent	Provisional*	Other**	Male	Female
Prekindergarten	67.9%	23.2%	9.0%	1.6%	98.4%
Kindergarten	76.2	18.6	5.2	3.0	97.0
Common Branch	78.7	16.7	4.7	13.4	86.6
Gifted/Talented	81.6	9.4	9.1	12.8	87.2
Library	84.6	9.0	6.3	11.1	88.9
Learning Disabled	69.8	18.6	11.6	17.8	82.2
Autistic	44.7	23.7	31.5	18.5	81.5
Mentally Handicapped	72.1	15.9	12.0	22.5	77.5
Emotionally Handicapped	55.9	21.8	22.3	33.5	66.5
Physically Handicapped	69.4	16.9	13.8	6.9	93.1
Mixed Handicapped	75.1	16.2	8.7	17.8	82.2
Multiply Handicapped	52.5	21.0	26.5	17.4	82.6
Reading	81.2	8.3	10.5	16.5	83.5
English Language	76.9	11.5	11.6	35.4	64.6
Foreign Language	64.9	18.9	16.2	25.3	74.7
Bilingual Education	40.3	21.9	37.8	23.5	76.5
English as a Second Language	53.6	21.9	24.5	20.4	79.6
Mathematics	77.4	11.3	11.3	48.8	51.2
Science	69.3	13.6	17.0	63.5	36.5
Social Studies	77.1	13.1	9.7	66.0	34.0
Art	77.6	15.6	6.9	31.0	69.0
Music	78.0	17.6	4.4	47.9	52.1
Art/Music	64.3	22.7	13.0	29.0	71.0
Health Education	74.0	12.1	13.9	52.3	47.7
Health Occupations	54.4	16.8	28.8	11.0	89.0
Safety Education	82.7	9.3	7.9	94.3	5.7
Physical Education	82.2	12.8	5.0	59.0	41.0
Agriculture	61.2	16.0	22.8	83.2	16.8
Business/Marketing	78.3	11.9	9.8	38.0	62.0
Home Economics	79.8	10.5	9.7	9.3	90.7
Technology (Industrial Arts)	78.4	9.5	12.1	96.0	4.0
Trade Education	50.5	13.5	36.0	83.7	16.3
Technical Education	43.2	16.7	40.1	86.9	13.1
Occupational Education-General	75.9	11.5	12.6	52.8	47.2
Occupational Cooperative Work Exp.	67.2	7.2	25.6	52.5	47.5
General Coop. Work Experience	51.2	10.8	38.0	50.2	49.8
Instructional Technology	33.0	10.4	56.5	40.4	59.6
Humanities/Performing Arts	61.6	14.6	23.8	40.4	59.6
Combined Courses	60.7	16.0	23.3	42.5	57.5
Helping Teacher	78.4	11.4	10.2	38.7	61.3
Computer Studies	78.9	11.1	10.0	49.8	50.2
Summary of Teachers	75.9%	15.2%	9.0%	31.7%	68.3%

*Includes New York City Substitute and Probationary; Buffalo Temporary, Probationary and Provisional; New York State 5-Year Provisional.

**Hold no valid certificate or perform more than 20 percent of their service in an assignment(s) for which they are not certified.

NOTE: Individuals may be counted in more than one field in this table. Row totals may not add to 100% due to rounding.

TABLE 3.14
CERTIFICATION STATUS AND GENDER OF PUBLIC SCHOOL NONTEACHING PROFESSIONAL PERSONNEL BY PROFESSIONAL FIELD
NEW YORK STATE
1990-91

Professional Field	Certification Status			Gender	
	Permanent	Provisional*	Other**	Male	Female
Superintendent-Independent	98.8%	--	1.2%	93.8%	6.2%
Superintendent-Dependent	98.3	--	1.7	91.1	8.9
Deputy or Associate Superintendent	85.2	4.3%	10.4	72.6	27.4
Assistant Superintendent	91.0	1.4	7.5	78.3	21.7
Asst. Superintendent Specialist	94.3	1.2	4.5	76.0	24.0
Business Manager	59.7	2.6	37.7	75.2	24.8
Administrative Assistant	76.2	4.0	19.8	61.7	38.3
Director/Coordinator	71.2	6.9	21.9	53.9	46.1
Assistant Director/Coordinator	74.3	10.6	15.1	42.0	58.0
Supervisor	79.6	11.7	8.7	47.7	52.3
Attendance Teacher	57.1	24.6	18.3	65.9	34.1
School Psychologist	77.6	17.5	4.9	44.2	55.8
Social Worker	64.1	27.4	8.5	24.0	76.0
School Counselor	71.7	23.2	5.1	42.3	57.7
*** Nurse-Teacher	87.9	10.3	1.7	--	100.0
*** School Nurse	82.6	4.6	12.8	0.1	99.9
*** Dental Hygienist	93.3	3.3	3.3	--	100.0
Department Chairperson	51.7	6.3	41.9	62.2	37.8
Other Nonteaching Personnel	71.5	9.5	19.0	39.6	60.4
Other School Administrator	64.8	12.9	22.3	62.9	37.1
Elementary School Principal	93.1	6.0	1.0	62.6	37.4
Middle School Principal	94.5	4.5	1.0	86.4	13.6
Junior High School Principal	91.3	7.8	0.9	83.9	16.1
K-12 School Principal	84.5	8.6	6.9	77.6	22.4
Senior High School Principal	92.3	6.0	1.7	81.7	18.3
Junior-Senior High School Principal	92.2	6.5	1.3	88.7	11.3
Special School Principal	87.7	12.3	0.0	51.1	48.9
Asst. Elem. School Principal	77.7	20.3	2.0	43.5	56.5
Asst. Middle School Principal	84.2	13.8	2.0	71.4	28.6
Assistant Jr. H.S. Principal	82.9	14.7	2.4	69.9	30.1
Assistant K-12 School Principal	76.5	11.8	11.8	76.5	23.5
Assistant Sr. H.S. Principal	86.1	11.9	2.0	72.0	28.0
Assistant Jr.-Sr. H.S. Principal	79.9	13.4	6.7	85.1	14.9
Assistant Special School Principal	80.2	17.7	2.1	42.3	57.7
Summary of Nonteaching Personnel	75.0%	12.1%	12.9%	47.9%	52.1%
SUMMARY OF ALL PROFESSIONAL PERSONNEL	74.5%	14.5%	11.0%	35.0%	65.0%

* Includes New York City Substitute and Probationary; Buffalo Temporary, Probationary and Provisional; New York State 5-Year Provisional.

** Hold no valid certificate or perform more than 20 percent of their service in an assignment(s) for which they are not certified.

*** Excludes cities of New York, Buffalo and Rochester.

NOTE: Individuals may be counted in more than one field in this table. Row totals may not add to 100% due to rounding.

TABLE 3.15

TOTAL YEARS OF EDUCATIONAL EXPERIENCE PERCENTILES OF SCHOOL PROFESSIONAL PERSONNEL

NEW YORK STATE
1990-91

Location	Total Years of Educational Experience Percentiles		
	25th	50th	75th
Public			
New York City			
Administrators	18	23	28
Classroom Teachers	6	13	22
Other Professional Staff	12	20	25
Large City Districts			
Administrators	19	22	27
Classroom Teachers	9	17	23
Other Professional Staff	10	18	24
Other City Districts			
Administrators	19	23	29
Classroom Teachers	9	17	23
Other Professional Staff	8	16	23
Suburban Districts			
Administrators	18	23	29
Classroom Teachers	10	18	24
Other Professional Staff	8	16	24
Rural Districts			
Administrators	17	21	27
Classroom Teachers	7	16	22
Other Professional Staff	6	13	20
Total Public			
Administrators	18	23	28
Classroom Teachers	8	16	23
Other Professional Staff	10	18	24

TABLE 3.16

SELECTED CLASSROOM TEACHER CHARACTERISTICS BY LOCATION

NEW YORK STATE 1990-91

Location	Selected Classroom Teacher Characteristics				
	Median Teacher Salary	Teacher Turn-over Rate Fall 1989 to Fall 1990	Percent not Certified/ Licensed	Percent with Master's Plus 30 Hours or Doctorate	Median Years of Experience
PUBLIC					
New York City	$43,217	14	16.3%	44.6%	14
Large City Districts	38,590	10	6.2	21.8	17
Other City Districts	39,604	7	5.2	20.7	18
Suburban Districts	45,765	7	4.4	27.7	18
Rural Districts	33,503	8	5.6	10.4	16
State Totals	$42,000	9	9%	29.8%	16

TABLE 3.17

SELECTED CLASSROOM TEACHER CHARACTERISTICS BY LOCATION AND MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
1990-91

Location/Minority Composition of School	Selected Classroom Teacher Characteristics				
	Median Teacher Salary	Teacher Turn-over Rate Fall 1989 to Fall 1990	Percent not Certified/ Licensed*	Percent with Master's Plus 30 Hours or Doctorate	Median Years of Experience
New York City					
0 - 20 percent	$49,379	10	4.5%	62.1%	20
21 - 40 percent	45,962	12	6.1	50.2	17
41 - 60 percent	45,788	13	10.5	54.1	16
61 - 80 percent	45,588	12	12.0	50.4	15
81 -100 percent	41,509	15	19.5	40.6	12
Large City Districts					
0 - 20 percent	$32,030	5	2.3%	2.3%	14
21 - 40 percent	32,719	6	6.5	19.7	17
41 - 60 percent	36,810	10	4.5	22.2	18
61 - 80 percent	46,133	10	7.5	23.7	17
81 -100 percent	30,067	9	6.6	16.3	14
Rest of State					
0 - 20 percent	$40,980	7	4.5%	21.9%	18
21 - 40 percent	45,000	7	4.7	32.5	18
41 - 60 percent	48,612	7	5.7	37.6	19
61 - 80 percent	50,267	8	7.0	31.4	18
81 -100 percent	44,746	9	7.1	28.2	14
Total State					
0 - 20 percent	$41,093	7	4.5%	22.4%	18
21 - 40 percent	45,228	8	5.1	35.9	18
41 - 60 percent	45,962	10	7.8	42.4	17
61 - 80 percent	45,588	10	9.9	39.7	16
81 -100 percent	42,099	14	18.5	39.3	13

*Includes persons teaching more than 20 percent of their time in a subject for which they hold no certification or a Temporary License.

TABLE 3.18

NUMBER OF INSTITUTIONS OFFERING TEACHER EDUCATION PROGRAMS AND TOTAL ENROLLMENT IN TEACHER TRAINING BY POSTSECONDARY SECTOR AND REGION

NEW YORK STATE

FALL 1990

Region	SUNY		CUNY		Independent and Proprietary		Total	
	Number of Programs	Enrollment	Number of Programs	Enrollment	Number of Programs	Enrollment	Number of Programs	Enrollment
Western	3	5,455	--	--	8	1,991	11	7,446
Genesee Valley	2	2,196	--	--	8	2,095	10	4,291
Central	6	6,804	--	--	6	1,248	12	8,052
Northern	1	1,424	--	--	1	63	2	1,487
Northeast	3	2,210	--	--	7	1,755	10	3,965
Mid-Hudson	1	1,473	--	--	20	3,864	21	5,337
New York City	0	0	9	7,992	21	4,467	30	12,459
Long Island	2	458	--	--	9	6,519	11	6,977
Total State	18	20,020	9	7,992	80	22,002	107	50,014

TABLE 3.19

TOTAL FULL- AND PART-TIME ENROLLMENT IN TEACHER EDUCATION PROGRAMS BY STUDENT LEVEL AND SUBJECT AREA

NEW YORK STATE

FALL 1984 TO FALL 1990

Subject Area	Undergraduate			Graduate			Total		
	Fall 1984	Fall 1987	Fall 1990	Fall 1984	Fall 1987	Fall 1990	Fall 1984	Fall 1987	Fall 1990
Elementary (N-6)	7,236	10,508	13,423	2,990	5,847	8,517	10,226	16,355	21,940
English	1,087	1,430	1,897	400	523	890	1,487	1,953	2,787
Social Studies	611	786	1,227	262	389	616	873	1,175	1,843
Foreign Languages	336	453	547	130	222	272	466	675	819
Mathematics	927	1,171	1,140	361	552	667	1,288	1,723	1,807
General Science (Jr. H.S.)	95	157	130	52	53	89	147	210	219
Biology, General (7-12)	285	414	450	228	357	360	513	771	810
Physics, General (7-12)	42	57	55	11	51	52	53	108	107
Chemistry, General (7-12)	73	78	71	20	57	74	93	135	145
Earth Sciences, General (7-12)	38	65	65	33	116	107	71	181	172
Occupational Subjects	959	880	673	135	123	169	1,094	1,003	842
Business and Distributive Educ.	451	248	420	96	71	117	547	319	537
Special Education	3,931	3,359	3,119	4,505	4,629	4,291	8,436	7,988	7,410
Physical Education	2,060	2,082	2,734	558	572	585	2,618	2,654	3,319
Library and Media Specialist	--	--	--	52	196	130	52	196	130
Reading	19	--	--	1,259	1,912	2,060	1,278	1,912	2,060
Other*	2,157	2,239	2,561	1,762	2,378	2,506	3,919	4,617	5,067
Total	20,307	23,927	28,512	12,854	18,048	21,502	33,161	41,975	50,014

* Includes Art, Music, Health, Home Economics, Agriculture and Driver Education.

TABLE 3.20

TEACHER AND ADMINISTRATOR CERTIFICATES ISSUED BY GENDER

NEW YORK STATE 1990-91

Certification Area	Number Issued	Gender	
		Male	Female
School District Administrator	1,210	40.2%	59.8%
School Administrator & Supervisor	2,331	38.5	61.5
Elementary (N-6)	12,288	8.3%	91.7%
English (7-12)	1,733	20.5	79.5
Social Studies (7-12)	1,817	53.9	46.1
Mathematics (7-12)	1,441	36.2	63.8
Foreign Languages (7-12)	1,334	17.2	82.8
Sciences (7-12)	2,350	48.1	51.9
Art	900	18.4%	81.6%
Business	461	38.6	61.4
Industrial Arts	234	88.5	11.5
Home Economics	189	1.6%	98.4%
Music	999	38.2	61.8
Physical Education	1,075	52.7	47.3
Health	370	30.3%	69.7%
Vocational	593	57.0	43.0
Special Education	4,982	9.5	90.5
School Attendance Teacher	99	44.4%	55.6%
School Counselor	1,265	23.2	76.8
School Psychologist	647	26.0	74.0
School Social Worker	529	18.0	82.0

TABLE 3.21

PERCENT DISTRIBUTION OF PUBLIC SCHOOL PROFESSIONAL STAFF BY RACIAL/ETHNIC ORIGIN
NEW YORK STATE
1970-71 TO 1990-91

School Year	New York City					Large City Districts					Rest of State					Total State				
	Black	His-panic	Amer Indian/ Alaskan Native	Asian/ Pacific Islander	White	Black	His-panic	Amer Indian/ Alaskan Native	Asian/ Pacific Islander	White	Black	His-panic	Amer Indian/ Alaskan Native	Asian/ Pacific Islander	White	Black	His-panic	Amer Indian/ Alaskan Native	Asian/ Pacific Islander	White
1970-71																				
Classroom Teachers	7.8%	1.3%	*	0.4%	90.5%	9.0%	0.4%	--	0.2%	90.4%	1.5%	0.3%	0.1%	0.1%	98.0%	4.0%	0.6%	*	0.2%	95.2%
Principals	7.8	0.9	--	0.1	91.2	8.7	--	--	--	91.3	0.9	0.1	--	0.1	98.9	2.9	0.2	--	0.1	96.8
Other Professional Staff [1]	12.8	2.8	*	0.2	84.2	9.3	0.5	0.1%	0.1	90.0	2.7	0.4	0.1	0.3	96.5	6.4	1.2	0.1%	0.3	92.0
Total Professional Staff	8.5	1.6	*	0.3	89.6	9.0	0.4	0.1	0.2	90.3	1.7	0.3	*	0.2	97.8	4.3	0.7	0.1	0.2	94.7
1975-76																				
Classroom Teachers	9.4%	3.6%	*	0.5%	86.4%	11.4%	1.3%	0.2%	0.3%	86.8%	1.9%	0.4%	*	0.1%	97.5%	4.6%	1.4%	*	0.3%	93.7%
Principals	17.6	3.7	0.1%	--	78.6	16.5	0.8	--	--	82.7	1.9	0.2	0.3%	*	97.5	6.4	1.0	0.3%	*	92.3
Other Professional Staff [1]	9.7	3.6	-	0.3	86.4	10.7	1.9	0.2	0.3	86.9	4.6	1.2	0.1	0.4	93.7	5.7	1.6	0.1	0.4	92.2
Total Professional Staff	9.6	3.6	*	0.5	86.3	11.4	1.4	0.2	0.3	86.7	2.4	0.6	*	0.2	96.8	4.8	1.4	*	0.3	93.5
1980-81																				
Classroom Teachers	12.0%	5.3%	*	0.7%	82.0%	12.3%	1.9%	0.2%	0.2%	85.4%	2.0%	0.4%	*	0.2%	97.4%	5.5%	2.0%	0.1%	0.3%	92.1%
Principals	19.6	5.2	--	0.5	74.7	19.5	1.5	--	--	79.0	2.3	0.2	0.1%	0.1	97.3	7.4	1.5	0.1	0.2	90.8
Other Professional Staff [1]	10.7	3.7	0.1%	0.3	85.2	13.5	2.6	0.2	0.6	83.1	7.3	2.0	0.6	0.2	89.9	8.1	2.2	0.6	0.3	88.8
Total Professional Staff	12.0	5.2	*	0.6	82.2	12.7	2.0	0.2	0.3	84.8	3.0	0.7	0.2	0.2	95.9	6.0	2.0	0.2	0.3	91.5
1985-86																				
Classroom Teachers	17.4%	7.8%	0.1%	1.1%	73.6%	13.9%	2.4%	0.3%	0.5%	82.9%	2.0%	0.4%	0.1%	0.2%	97.3%	7.9%	3.0%	0.1%	0.5%	88.5%
Principals	19.9	7.7	0.1	0.9	71.4	25.0	2.2	0.5	--	72.3	2.7	0.3	0.1	*	96.9	8.2	2.3	0.1	0.3	89.1
Other Professional Staff [1]	17.6	7.1	*	2.0	73.3	14.9	2.8	0.5	0.3	81.5	3.1	0.5	0.2	0.3	95.9	9.6	3.4	0.2	1.0	85.8
Total Professional Staff	17.5	7.7	*	1.3	73.5	14.3	2.4	0.3	0.4	82.6	2.2	0.4	0.1	0.2	97.1	8.2	3.1	0.1	0.6	88.0
1990-91																				
Classroom Teachers	19.1%	9.9%	0.1%	1.8%	69.1%	13.4%	3.5%	0.3%	0.5%	82.3%	1.9%	0.6%	*	0.2%	97.3%	8.1%	3.8%	0.1%	0.7%	87.3%
Principals	19.4	9.3	0.1	0.9	70.3	28.9	4.8	1.1	--	65.2	3.3	0.5	*	*	96.1	8.5	2.9	*	0.3	88.2
Other Professional Staff [1]	19.5	9.4	0.1	2.6	68.4	17.3	5.5	1.0	0.9	75.3	3.4	0.8	0.1%	0.2	95.5	11.0	4.9	0.1	1.3	82.7
Total Professional Staff	19.1	9.8	0.1	1.9	69.1	14.1	3.8	0.4	0.5	81.2	2.0	0.6	*	0.2	97.1	8.5	4.0	*	0.8	86.6

[1] Includes administrators, guidance counselors, school nurses, psychologists, and other professional staff who devote more than half of their time to nonteaching duties.

*Less than 0.1%.

TABLE 3.22

RACIAL/ETHNIC COMPOSITION OF PUBLIC SCHOOL PROFESSIONAL STAFF AND STUDENTS

NEW YORK STATE
1990-91

District Type	Enrollment	Classroom Teachers	Other Professional Staff
New York City			
Black	38.0 %	19.1 %	16.6 %
Hispanic	34.9	9.9	9.7
American Indian/Alaskan Native	0.1	0.1	*
Asian/Pacific Islander	7.9	1.8	1.1
White	19.1	69.1	72.6
Large City Districts			
Black	45.1 %	13.4 %	19.3 %
Hispanic	12.9	3.5	5.4
American Indian/Alaskan Native	0.7	0.3	1.0
Asian/Pacific Islander	1.9	0.5	0.7
White	39.4	82.3	73.6
Rest of State			
Black	6.7 %	1.9 %	3.4 %
Hispanic	3.5	0.6	0.8
American Indian/Alaskan Native	0.3	*	0.1
Asian/Pacific Islander	2.1	0.2	0.2
White	87.4	97.3	95.5
Total State			
Black	19.8 %	8.1 %	10.2 %
Hispanic	15.3	3.8	5.0
American Indian/Alaskan Native	0.3	0.1	0.1
Asian/Pacific Islander	4.2	0.7	0.6
White	60.4	87.3	84.1

* Less than 0.1%.

TABLE 3.23

RACIAL/ETHNIC DISTRIBUTION OF FULL-TIME PUBLIC SCHOOL PROFESSIONAL STAFF AND NEW HIRES

NEW YORK STATE
FALL 1990

Location/Category	White (Not Hispanic)	Black (Not Hispanic)	Hispanic	Asian or Pacific Islander	American Indian or Alaskan Native
New York City					
Principals/Assistant Principals					
Total	76.3%	16.0%	7.2%	0.5%	*
New Hires	65.3	26.5	7.1	1.0	0.0%
Classroom Teachers					
Total	68.7%	19.2%	10.2%	1.8%	0.1%
New Hires	57.7	23.7	15.1	3.4	0.1
Other Professional Staff					
Total	64.6%	22.9%	9.0%	3.4%	0.1%
New Hires	47.5	28.2	20.0	41.1	0.2
Large City Districts					
Principals/Assistant Principals					
Total	64.2%	28.8%	6.4%	0.4%	0.2%
New Hires	100.0	0.0	0.0	0.0	0.0
Classroom Teachers					
Total	82.4%	13.4%	3.4%	0.5%	0.3%
New Hires	76.9	16.0	5.6	0.9	0.6
Other Professional Staff					
Total	77.5%	15.8%	5.1%	0.5%	1.1%
New Hires	73.8	16.7	5.5	3.2	0.8
Rest of State					
Principals/Assistant Principals					
Total	94.4%	4.5%	0.8%	0.2%	0.2%
New Hires	92.5	5.6	0.9	0.9	0.0
Classroom Teachers					
Total	96.9%	2.2%	0.7%	0.2%	*
New Hires	95.4	2.4	1.2	0.1	0.9%
Other Professional Staff					
Total	97.5%	2.7%	0.7%	0.2%	*
New Hires	93.9	3.4	2.3	0.4	0.0%

SOURCE: U.S. Equal Employment Opportunity Commission.

* Less than 0.1 Percent.

TABLE 3.24

PERCENT OF WOMEN ADMINISTRATORS IN SELECTED PROFESSIONAL FIELDS IN PUBLIC SCHOOLS

NEW YORK STATE

1970-71 TO 1990-91

Professional Field	1970-71	1975-76	1980-81	1985-86	1990-91
Superintendent Independent	8.1%	1.8%	1.8%	4.8%	6.2%
Superintendent Dependent	2.5	0.6	3.4	4.9	8.9
Deputy, Associate, Assistant Superintendent	10.3	9.1	10.3	14.6	23.9
Business Manager	10.1	10.6	14.1	19.6	24.8
Director/Coordinator	29.7	28.5	35.2	39.0	46.1
Assistant Director/Coordinator	50.0	37.6	43.9	44.4	58.0
Supervisor	50.4	42.1	40.2	45.7	52.3

CHAPTER III: RESOURCES — *EQUIPMENT AND MATERIALS*

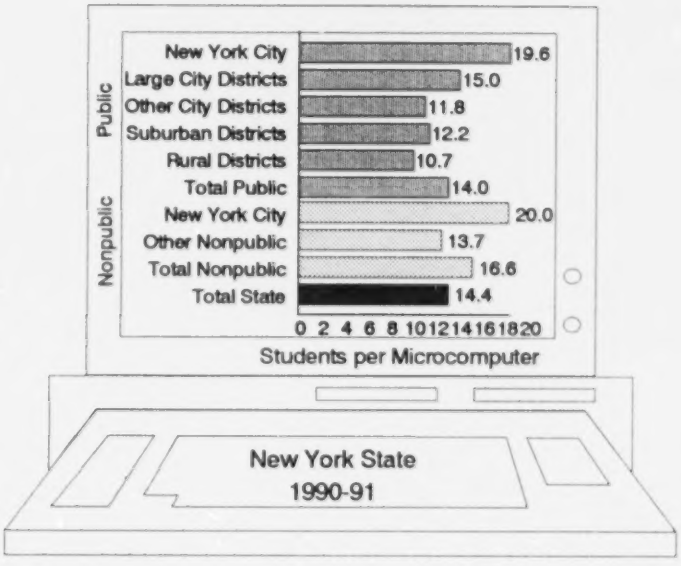
Resources as varied as computers, audio-visual equipment, and library books are important teaching and learning tools. This section reviews access to these resources in New York State's public and nonpublic schools.

COMPUTERS AND OTHER LEARNING TECHNOLOGIES

Strategic Objective 5 of the New Compact stipulates that all high school graduates will demonstrate proficiency in the use of technology. To achieve this objective, schools must provide students greater access to computers and other technology. Over the last several years, public schools in New York State have expanded their acquisition and use of technology for instruction. Between 1985 and 1990, the number of microcomputers owned by the public schools more than doubled (from less than 90,000 to approximately 182,000, or from 23 per school to 46 per school).

This growth in technology has resulted in more access to microcomputers and more students using them regularly. In 1990, 69 percent of students used microcomputers on a regular basis, compared to only 41 percent in 1984. In 1985, there was one microcomputer for every 29 students; by 1988, the ratio was one for every 17 students. Figure 3.7 shows additional improvement in this statewide ratio between 1988 and 1990, to one microcomputer for every 14.4 students.

Figure 3.7
Ratio of Public and Nonpublic School Students to Microcomputer by Sector/Location



Despite this overall progress, the statewide ratio masks differences in the availability of microcomputers among district categories. The ratio of students to microcomputers in Rural Districts was 10.7:1, in Other City Districts, 11.8:1, and in Suburban Districts, 12.2:1. These ratios contrast sharply with the students-to-microcomputer ratio in New York City (19.6:1) and in the Large City Districts (15.0:1). The State map in Figure 3.8 provides graphic evidence of differences in the availability of microcomputers across public school districts.

The State's public schools continue to acquire video resources. For example, the number of videocassette recorders/players owned by public schools increased from 17,618 in 1987 to 22,568 in 1988. Figure 3.9 shows that in 1990-91 the statewide average for number of students per video recorder/player in public schools was 97.6. Again, there were differences by school category: public school students in the Big 5 cities had less access to videocassette recorders/players than did students in other district categories. Regardless of these resource differences, teachers have been using video technology to enhance instruction. In 1988, approximately 40.7 percent of teachers used television, and

Figure 3.8
Map of Public School Districts Showing
Ratio of Students to Microcomputers
New York State
1990-91

3.7 percent used video production technology, for instructional purposes.

Access to television programming among public schools also continues to grow. Statewide in 1990-91, public schools owned a television set for each 60.2 students. Almost nine in ten schools statewide had public television reception; almost two-thirds had cable television reception. New York City schools had substantially less access to public and cable television than did schools in other categories. The Large City Districts were comparable to districts outside the Big 5 in this respect (Figures 3.10 and 3.11).

Figure 3.9
Number of Public and Nonpublic School Students per Video Recorder/Player by Sector/Location
New York State
1990-91

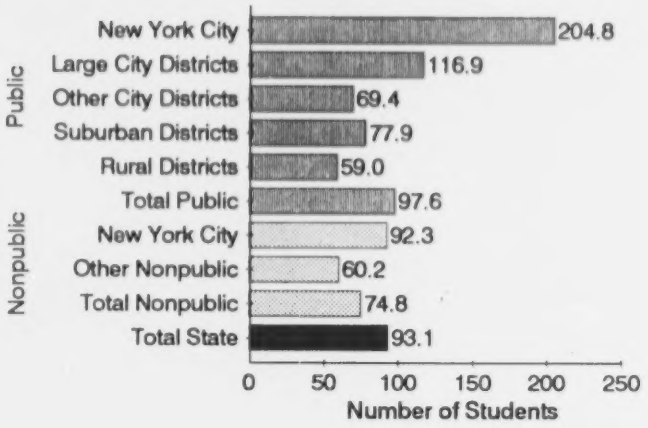
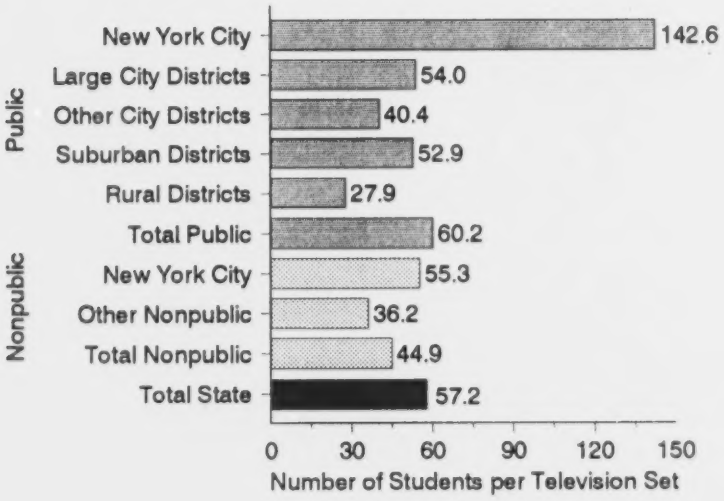


Figure 3.10
Number of Students per Television Set by Sector/Location
1990-91



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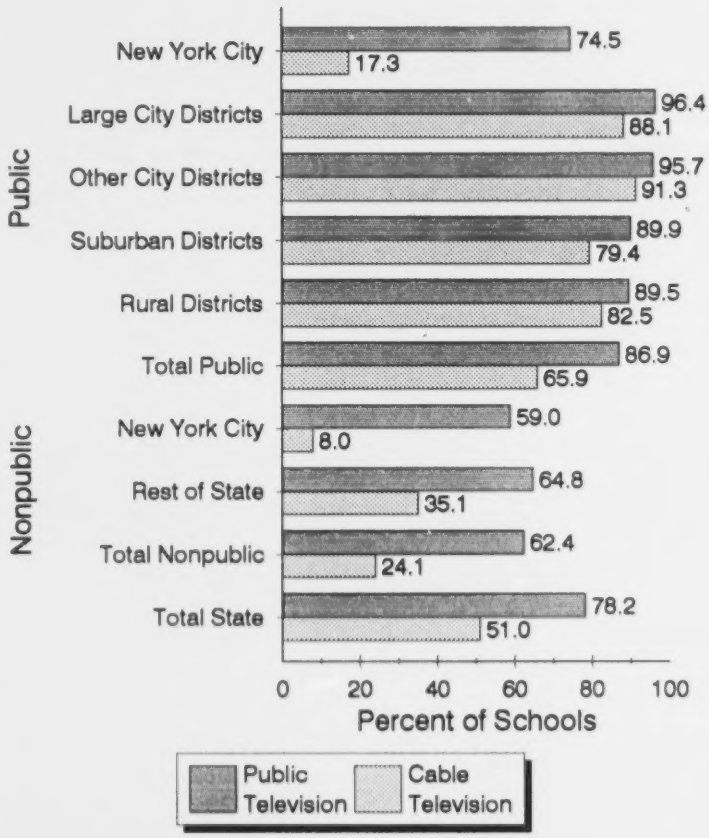
In addition to these resources, the BOCES have provided school districts with a range of technology-based services, including:

- Computer-managed or computer-assisted instructional services;
- Retrieval services that provide on-line access to information;
- Computer-based career guidance systems; and
- Computer management and data-processing services for supporting student, financial, and personnel applications.

Figure 3.11

Percent of Public and Nonpublic Schools Having Public and Cable Television Reception by Sector/Location 1990-91



Differences in the acquisition of technology between public and nonpublic schools can be discerned. In 1990-91, nonpublic schools had, on average, more students sharing microcomputers than public schools (16.6 nonpublic school students per microcomputer, compared to 14.0 public school students). Also, while nonpublic schools had a lower ratio of students to televisions than public schools (44.9 nonpublic school students per set, compared to 60.2 public school students), a significantly higher percentage of public schools had access to both public and cable television reception.

Despite the increases in access to technological resources in recent years, educational operations have remained relatively unchanged by the forces that have reshaped other enterprises engaged in the transfer of information. New technologies make it possible to consider real improvements in the productivity of both teaching and learning. The new generation of technologies is qualitatively different from the film strips, television shows, and other techniques that have been used to supplement instruction in the past.[1] These new technologies have the potential to transform the classroom. Using technology can help teachers tailor instruction to the learning styles, interests, and abilities of individuals, rather than attempting to force a comparatively homogeneous curriculum on a diverse population. Technology can also free teachers from routine work so that they can spend more time with individual students.

[1]Office of Technology Assessment. *Technology and the American Economy in Transition: Choices for the Future.* OTA-TET-283. Washington, D.C.: U.S. Government Printing Office, 1988, p. 243.

Innovative uses of computers and other technologies can stimulate students by transforming teaching and opening up the classroom to the outside world. Studies have shown that computers can radically improve learning for students of all backgrounds and conditions. For example, in 1989, the Center for Technology in Education surveyed 600 public school teachers (grades 4-12) selected for their accomplishments in using computers in their teaching. Approximately 88 percent of the teachers said that computers had changed their teaching: They expected more of their students and could present more complex material; they found greater opportunities for individualization and for both independent and collaborative work. Perhaps most fundamentally, the computer had changed the roles of teachers and students: classrooms had become more student-centered, and teachers acted more as coaches and facilitators than as information dispensers.

The Center concluded from the survey data that:

> what teachers do with computers in their classrooms reflects how much experience they have had. Initial practices and approaches tend to be similar to familiar well-structured classroom technologies (e.g., the workbook), more focused on reinforcing directly what is already being taught or, for particular groups of students, providing special opportunities. These practices continue, but play a lesser role over time as teachers become more expert and comfortable at integrating the technology with teaching. Gradually, teachers are able to manage more expansive uses that differ from more familiar technologies, that afford richer learning opportunities for all students, and that may engender new approaches to the curriculum itself.[2]

The teachers surveyed used the computer as a multipurpose tool: for text processing, data analysis and information manipulation, games and simulations, communications, programming, and drill and practice. They viewed the computer as a learning tool for their students, and their main incentive for using the technology was that the computer promoted student achievement.

Teachers participating in the survey recognized that the barriers to integrating computers into the classroom have somewhat lessened over the years. Generally, teachers now know more about computers and show more interest in using the technology. However, significant barriers still exist: too few computers in the schools, and too little time in the schedule.

State Education Department staff, working with practitioners to develop the *Long-Range Plan for Technology in Elementary and Secondary Education in New York State*, identified eight impediments to the further adoption of learning technologies in New York State schools: 1) insufficient funding; 2) inadequate training and technical support; 3) lack of local involvement and commitment; 4) reluctance to use the technology on the part of teachers; 5) inequity in districts' fiscal capacities to purchase equipment; 6) incompatibility of hardware and software; 7) insufficient support for planning; and 8) concerns over the security and confidentiality of data. The quality of software available to schools is another concern often mentioned in the literature. Early educational software, in general, did not sufficiently stimulate student interest.

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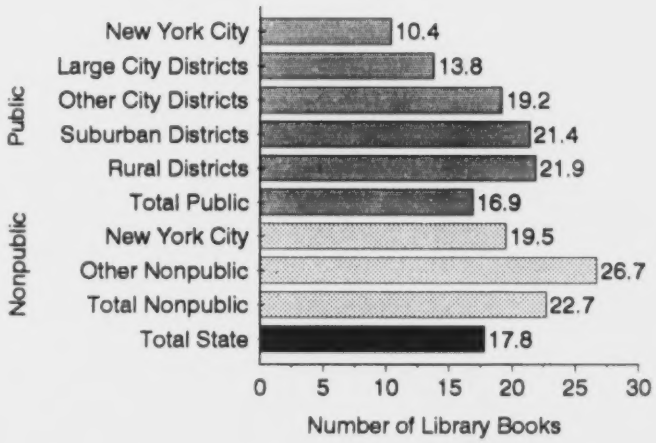
[2]Sheingold, Karen and Hadley, Martha. *Accomplished Teachers: Integrating Computers into Classroom Practice*. New York: The Center for Technology in Education, the Bank Street College of Education, 1990, pp. 19-20.

LIBRARY BOOKS

School libraries are a critical component of quality instructional programs for all students. Libraries provide young people with opportunities to supplement textbooks and to explore ideas, cultures, and phenomena that are not part of their daily lives. It is, therefore, important that school libraries are adequately supplied with books, periodicals, audio-visual materials, and reference publications. One measure of adequacy is the number of library books per student.

Figure 3.12
Ratio of Library Books to Students by Sector/Location
1990-91



Across the State in 1990-91, public school libraries, on average, owned about 17 books for each student enrolled.[3] Schools located in the Big 5 cities had fewer library books per student than the statewide average. In fact, the number of books per student in New York City (10.4) was approximately half the number in schools in Rural (21.9), Suburban (21.4), and Other City (19.2) Districts. In contrast, nonpublic schools had, on average, 22.7 library books per student, a greater number than for public schools statewide (Figure 3.12). In evaluating these ratios, note that, of equal importance, are the range and relevance of topics covered in accessible books and that small schools must provide more books per student to cover the same range of materials as larger schools.

SUMMARY

While there is evidence that school districts are acquiring more microcomputers and other learning technologies, it is doubtful — given the statistics discussed in this chapter — that many schools have achieved a level of resources sufficient to educate young people for future work and citizenship in a high-technology and information-dependent global society. Although all schools could benefit from having more computers, more videocassette recorders/players, and more library books, the inequalities in the allocation of existing resources are a serious concern, especially when current resource distribution patterns are overlaid with the patterns of low performance, poverty, and minority status existing in the State's public schools.

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[3]It is important to note that this statistic does not address the quality of a school's library resources in terms of the condition, relevance, or recency of the collection.

CHAPTER IV: PARTICIPATION RATES

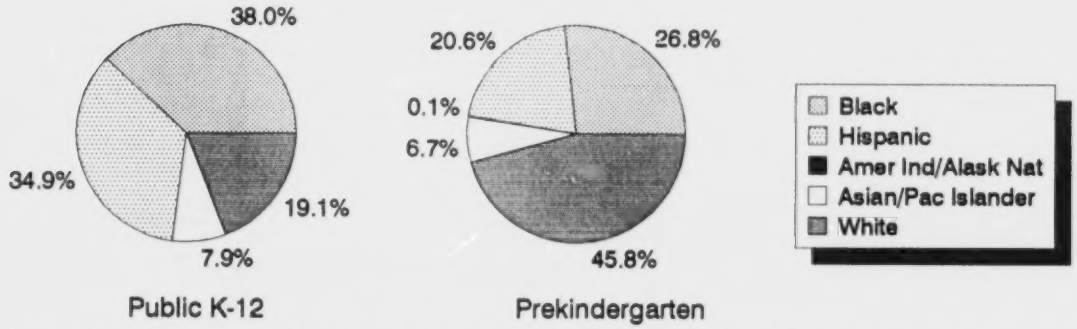
The changing composition of the State's school system brings into sharp focus issues of educational equity. School improvement efforts, to be successful, must promote equity in performance outcomes for all students — regardless of race/ethnicity, gender, language background, or handicapping condition. In turn, equity in outcomes will not be realized without the full participation of all students in the core curriculum and in supplemental programs appropriate to their needs, interests, and abilities.

PREKINDERGARTEN PROGRAMS

One way of promoting equity in performance outcomes is to ensure that all children come to school ready to learn (Strategic Objective 1). The Carnegie Foundation for the Advancement of Teaching surveyed kindergarten teachers in 1991 and estimated that 36 percent of New York kindergartners were not ready to begin school. Quality preschool programs provide young children placed at risk by their social and economic circumstances with experiences that enhance their readiness to learn. Between 1970-71 and 1990-91, enrollment in prekindergarten programs operated by public and nonpublic schools expanded significantly (Table 4.1). In 1970-71, 22,280 children, or seven percent of the State's four-year-old population, were enrolled in these programs. Twenty years later, the number enrolled had increased to 72,924 children, more than a quarter (29.7 percent) of the State's four-year-old population. The enrollment in these programs almost tripled in New York City (from 12,300 to 31,348) and more than quadrupled elsewhere (from 9,980 to 41,576) during this period. These statistics include only those prekindergarten programs in public and nonpublic schools that also have at least a kindergarten program. Other preschool and nursery school classes that may serve other disadvantaged children are not included.

Minority students are underrepresented in prekindergarten programs in the Big 5 Cities (Table 4.2). In 1990-91, less than 55 percent of the children enrolled in prekindergarten programs in New York City were from minority backgrounds (Figure 4.1). This percentage contrasts sharply with the situation in the New York City K-12 public enrollment where 80.9 percent of students were minority. In the Large City districts, less than 50 percent of children enrolled in prekindergarten programs were minority, while 60.6 percent of the public K-12 enrollment were minority. In other district categories, the percentage of minorities enrolled equalled or exceeded their representation in the public-school enrollment. Statistics showing the percentage of minority children enrolled in other preschool classes are not available.

Figure 4.1
Racial/Ethnic Group Enrollment Percentages
New York City
Fall 1990



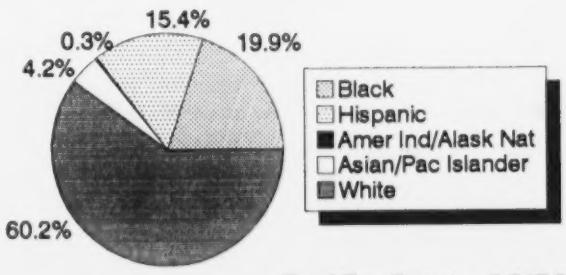
Note: American Indians and Alaskan Natives constitute less than 0.1% of enrollment in New York City public schools.

COMPENSATORY EDUCATION

Currently, New York State's public schools participate in three programs intended to provide supplemental instruction to students determined not to be making satisfactory academic progress: the federally-funded Elementary and Secondary Education Act (ESEA) Chapter 1 program, and the State-supported programs for Pupils with Special Educational Needs (PSEN) and Pupils with Compensatory Educational Needs (PCEN).

The ESEA Chapter 1 program provides supplemental instruction and related support services designed to improve the basic skills of educationally disadvantaged children enrolled in school buildings with high concentrations of children in poverty. The purpose of the program is to help children succeed in regular school programs and attain grade-level proficiency. Each district determines which children are eligible to participate in the program, using locally developed educational criteria. Nonpublic students residing in a school's attendance area may also receive Chapter 1 compensatory education services.

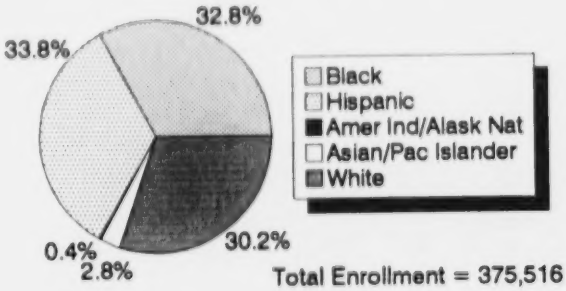
Figure 4.2
Racial/Ethnic Enrollment in Public Schools
Fall 1990



Total Enrollment = 2,547,258

More than 375,000 students (14.7 percent of the K-12 public school population) received Chapter 1 services during 1990-91 (Table 4.3). Chapter 1 served a larger percentage of public school students in 1990-91 than in 1985-86, when only 11.9 percent were served. An additional 27,372 students who attended nonpublic schools were enrolled in Chapter 1 programs, bringing the State total to 402,888. The majority of these students attended schools in New York City: 56 percent attended City public schools and an additional 5 percent attended City nonpublic schools.

Figure 4.3
Racial/Ethnic Enrollment in Public Schools
ESEA Chapter 1 Programs
Fall 1990



Total Enrollment = 375,516

Minority students were more likely than White students to receive ESEA Chapter 1 services. Comparing Figures 4.2 (the racial/ethnic distribution of State public school students) and 4.3 shows that minorities made up 70 percent of Chapter 1 enrollment compared to 40 percent of State public enrollment. This overrepresentation occurred in every school category, public and nonpublic, but was particularly pronounced outside the urban areas. In these districts and in nonpublic schools outside New York City, the representation of Blacks and Hispanics in Chapter 1 programs was twice that in the school population (Table 4.4).

PSEN funds instructional programs in reading, writing, mathematics, science, American history and government, and/or global studies (using bilingual pedagogy when appropriate) for eligible students. The program must clearly specify the learning objectives and activities and use required evaluation procedures. Students are eligible if they fail to achieve the State reference point on any Pupil Evaluation Program (PEP) test, Preliminary Competency Test (PCT), or Regents Competency Test (RCT), or if in grades K-2 they are predicted to have serious deficiencies in reading, writing, and/or mathematics by the time they enter the third grade.

The PCEN program provides support to the Big 5 cities and seven other smaller cities for supplementary compensatory-education programs. PCEN serves students who fail to achieve the State reference point on any PEP test, PCT, or RCT and students in grades 1-3 who are determined to have deficiencies in reading, mathematics, and writing. PSEN and PCEN programs served 367,342 students (14.4 percent of the State public enrollment) in 1990-91. More than half of the students served (209,892) attended New York City schools. The programs have been expanded since 1985-86 when 10.7 percent of students statewide were served (Table 4.5). Some students served by PSEN and PCEN were also enrolled in ESEA Chapter 1 programs.

SPECIAL EDUCATION[1]

New York State (public agencies) provides children with handicapping conditions educational programs intended to meet their unique needs. Local school districts educate the majority of these children. In some cases, however, school districts contract with neighboring districts, BOCES, or private agencies to provide required special services. State agencies such as the Office of Mental Retardation and Developmental Disabilities, the Office of Mental Health, the Division for Youth, and the Division of Probation and Correctional Alternatives also provide services. Approximately 96 percent of children 3 to 21 years old with handicapping conditions receive services through programs operated by local and State public agencies. The remaining children are placed by public agencies in private programs, although they remain the responsibility of the public agencies.

Table 4.6 shows that since the mid-1970s, the number of students enrolled in special-education programs has increased 28.9 percent statewide from 215,052 students in 1975-76 to 277,167 students in 1990-91. During the same time, total State enrollments decreased 24.6 percent. Consequently, the share of total enrollment represented by students with handicapping conditions increased from 6.3 percent in 1975-76 to 10.8 percent in 1990-91.

Special-education enrollments in New York City public schools have also increased, both in absolute numbers and as a percentage of total district enrollment. In 1975-76, New York City enrolled 100,968 students (or 9.2 percent of the total enrollment) in special education. Fifteen years later, the City enrolled 107,944 students (or 11.6 percent of its total enrollment) in special-education programs.

Many factors including legislative initiatives, court decisions, and State Education Department policy affect special-education enrollments. The Education of All Handicapped Children Act (Federal Public Law 94-142) enacted in 1975 guaranteed, for the first time, a free and appropriate public education to all children with handicapping conditions. The law further mandated multidisciplinary developmental evaluations and required that identified students be provided individualized programs delivered in the least

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[1]A major source for this discussion is *State of the Child in New York State* (Chapter 6: Children in School), published by the New York State Council on Children and Families, January 1988.

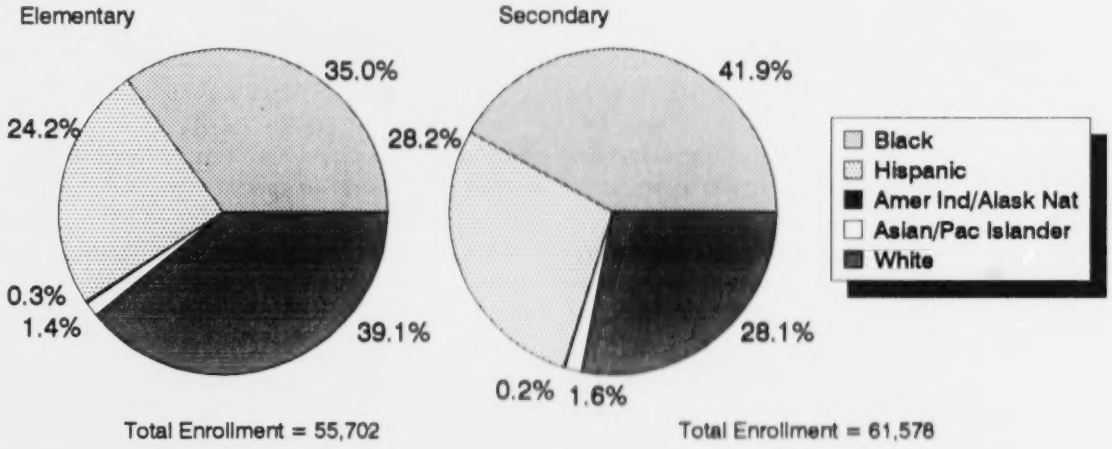
restrictive environment. At the State level, Chapter 853 of the Laws of 1976 specified requirements and procedures for the education of children with handicapping conditions.

Three factors explain most of the recent shifts in the number of special-education enrollments. First, in the early 1980s, New York State Law expanded the categories of handicapping conditions to include learning disabilities, autism, multiply handicapping conditions, orthopedic conditions, and health impairments, making more children eligible to receive special-education services. Second, the 1979 Federal court decision *Jose P. v. Ambach* resulted in more timely evaluations and more appropriate programs placements for children with handicapping conditions. Third, in 1980 the State altered the method used to allocate State aid for educating children with handicapping conditions, replacing the kind of disability with the intensity of services provided as a factor in distributing aid. This change resulted in a significant increase in the total State funds provided for special-education programs.

To provide children with handicapping conditions the program services that best meet their unique needs, in the least restrictive way, schools throughout New York State have developed a continuum ranging from regular classroom programs supplemented with special services to small, self-contained classrooms. Because of the restrictive nature of these latter programs, educators have been mindful of the number and kinds of students who are enrolled in them.

Minority students were overrepresented in self-contained special-education classrooms.[2] Figure 4.2 displays the share of each racial/ethnic group in the State public enrollment, while Figure 4.4 displays their shares of elementary and secondary special-education enrollment. In fall 1990 White students represented 39.1 percent of State enrollments in special-education classes in the elementary grades, while minority students constituted the remaining 60.9 percent. Comparing Figures 4.2 and 4.4 shows that these percentages are the reverse of majority and minority enrollments in public enrollment where 60.2 percent were White and the remainder were minority. At the secondary level, the overrepresentation of minority students was even greater: they represented 71.9 percent of all enrollments in ungraded secondary classes.

Figure 4.4
Racial/Ethnic Enrollment in Ungraded Special Education
Fall 1990



[2]Data used in this discussion are based on statewide aggregated statistics. It is important to examine the data at the district and school building levels to understand fully the implications of the statewide data.

Table 4.7 provides data on the distribution of enrollment in elementary ungraded special-education classes by racial/ethnic group and district location in fall 1990. New York City enrolled the majority (51.4 percent) of State special-education students. Disproportionately few attended schools in Suburban and Rural Districts. The overrepresentation of Blacks and Hispanics, relative to Whites, was less significant in the Big 5 than in the other district categories. Nevertheless, the fact that most Blacks and Hispanics attended school in these districts, coupled with the fact that larger percentages of students in these districts were assigned to ungraded classes, resulted in Blacks and Hispanics being more likely to be assigned to ungraded elementary classes than Whites. Statewide, Blacks were 3.0 times, and Hispanics 2.5 times, as likely as Whites to be placed in elementary ungraded classes.[3] Only Asians and Pacific Islanders were less likely than Whites to be placed in these classes.

In the secondary grades, the discrepancies in placement rates among district categories, as well as racial/ethnic groups, were even greater than in the elementary grades (Table 4.8). Again the majority (68.5 percent) of special-education students attended school in New York City, while disproportionately few attended school in Other City, Suburban, and Rural Districts.

The pattern of discrepancies was similar to that in the elementary grades: the overrepresentation of Blacks relative to Whites was more pronounced in districts other than the Big 5. Nevertheless, the concentration of minorities in the Big 5 districts coupled with these districts higher placement rates resulted in high statewide placement rates for Blacks and Hispanics relative to Whites. Comparing minority representation in the State public enrollment and in secondary ungraded special-education classes reveals that Black students were 4.5 times as likely to be placed in these classes as White students. The placement rates of Hispanics and Native Americans were approximately 4.0 and 1.5 times as great as that of Whites. Only Asians and Pacific Islanders were less likely than Whites to be placed in these classes. Their placement rate was 80 percent of the White rate.

Education Department figures also show an overrepresentation of limited-English-proficient students in special-education classes. The primary reason is a lack of programs within the school systems which meet their special needs. Since some, though not all, needed services are available within special education, LEP students are referred and sometimes placed in these classes even without the presence of handicapping conditions.

The statistics clearly demonstrate the overrepresentation of Blacks and Hispanics in ungraded, self-contained special-education classrooms. It is unclear to what degree discriminatory assessment and referral policies, practices and instruments contribute to the situation. Before being assigned to special-education classes, students must receive a multidisciplinary developmental evaluation. The results of this evaluation are reviewed by the district's committee on special education who determine the kinds of educational services that best meet the needs of the child. In theory, children are only assigned to ungraded classes when they require academic remediation and support services which would not otherwise be available. It may be that the increased prevalence of disabilities associated with poverty contributes to a higher incidence of minority placements in special education. For example, inadequate prenatal care results in a higher incidence of birth defects and other disabilities.

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[3]Relative placement rates were determined by comparing the percentage of minority and White children placed in ungraded special-education classes.

REGENTS MATHEMATICS AND SCIENCE

One goal of early childhood and compensatory programs is to ensure that all students have the opportunity to participate in the programs of their choice at the secondary level. Because passing Regents examinations indicates the completion of a rigorous course of study, the degree to which all secondary students have access to and participate in Regents examinations is an important issue of educational equity. The two topics — participation and performance — are discussed jointly in Chapter V, since the rate of participation helps to establish the context for assessing performance. This section discusses briefly the participation of minority and female students in Regents mathematics and science examinations because of public concern about the adequacy of student preparation in these subjects.

Tables 4.9A and 4.9B show the 1991 participation rates for public and nonpublic school students in Regents science and mathematics examinations according to the minority enrollments of the schools they attended.[4] The overall trend is that, as the minority composition of the schools increased, participation in both the Regents science and mathematics examinations decreased. For example, public schools with no more than 20 percent minority enrollment had participation rates of 44.6 percent for Regents mathematics examinations and 46.3 percent for Regents science; schools with minority enrollments greater than 80 percent had rates that were one-third of those: 15.2 percent for Regents mathematics and 12.1 percent for Regents science. These patterns also held for nonpublic schools in 1991.

Tables 5.10C through 5.10F show the percentages of average enrollment in public and nonpublic schools who participated in and passed Regents science and mathematics examinations in June 1991, displayed by gender. In public and nonpublic schools, a larger percentage of females than males both participated in and passed Regents mathematics examinations. In public schools, the percentage of males and females passing Regents biology was roughly equal. On the physics examination, males gained the advantage: 19 percent of the average male enrollment passed, compared with 15 percent of the average female enrollment. Among nonpublic school students, five percentage points more females than males passed biology. Nonpublic school males were also more likely than females to take and pass the physics examination.

OCCUPATIONAL EDUCATION

A strategic objective of the New Compact is that all high school graduates will be prepared for college, work, or both. Over 308,141 secondary students participated in occupational-education programs[5] operated by both public school districts and BOCES during the 1990-91 school year. Of these students, almost half (46.9 percent or 144,583 students) attended schools in New York City. The remaining 53.1 percent (163,558 students) attended schools outside New York City.

Between the 1982-83 and 1988-89 school years, statewide enrollment in occupational-education programs decreased by one-fifth, from 343,011 to 270,818. Almost all of the statewide decrease occurred outside New York City, where there was a small increase (6.6 percent) in the number of students enrolled in these programs.

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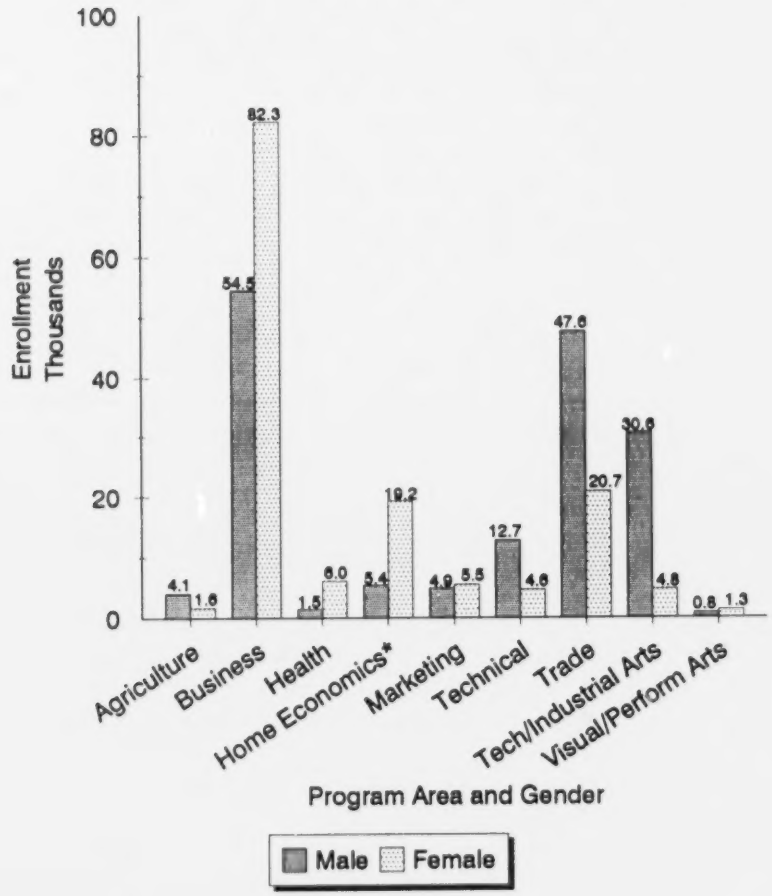
[4]In this context, "participation rate" is calculated as the total number of pupils taking all Regents science or mathematics examinations divided by the total grade 9-12 enrollment (rather than the average grade enrollment, which was used for calculating participation rates for individual Regents examinations).

[5]An occupational-education program is defined as a sequence of courses leading to entry-level employment.

The statewide enrollment figure for 1990-91 shows a 13.8 percent increase over 1988-89. This is contrary to the overall trend throughout the 1980s and can be explained almost exclusively by the addition of enrollments in three major program areas not previously counted: home economics (previously considered "nonoccupational"), technology/industrial arts, and visual/performing arts. If the enrollments in these three major program areas were subtracted from the total enrollment for 1990-91, there would again have been a decline in total occupational-education program enrollments (Table 4.10 and Figure 4.5).

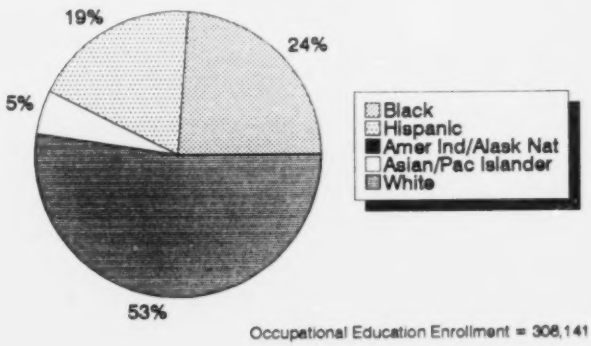
Figure 4.5
Enrollment in Occupational Education Programs
by Program Area and Gender
1990-91



Undoubtedly, a major factor in the lower number of students participating in occupational education has been the trend of declining overall student enrollments discussed in Chapter II. The influence of other factors — such as changes in the Commissioner's Regulations affecting high school graduation, changing student career interests, and opinions about program quality — is uncertain.

Minority students were more likely than Whites to be enrolled in occupational-education classes. Table 4.11 shows that in 1990-91, 47.0 percent of enrollments in occupational-education classes were minority, while the total statewide minority enrollment was 39.8 percent. (Compare Figures 4.2 and 4.6.) In contrast, White students were underrepresented in occupational-education classes by 7.2 percentage points; their total statewide grade 7-12 enrollment was 60.2 percent, while the White percentage of enrollment in occupational-education classes was 53.0 percent.

Figure 4.6
Public Secondary Occupational Education Enrollment by Racial/Ethnic Group
1990-91



Occupational Education Enrollment = 308,141

Although the gender distribution for overall occupational-education enrollments was roughly equal in 1990-91 (males represented 52.6 percent of the total and females, 47.4 percent), many occupational-education fields continued to be predominantly male or female. Male students concentrated in the trades, technical fields, technology/industrial arts, and agriculture; females, in business, health, and home economics (see Figure 4.5).

TABLE 4.1

TRENDS IN PUBLIC AND NONPUBLIC SCHOOL PREKINDERGARTEN ENROLLMENTS FOR THE STATE AND NEW YORK CITY

NEW YORK STATE

1970-71 TO 1990-91

Year	Total State			New York City		
	Estimated 4-Year Old Population	Prekindergarten Enrollment	Prekindergarten Enrollment as Percent of Population	Estimated 4-Year Old Population	Prekindergarten Enrollment	Prekindergarten Enrollment as Percent of Population
1970-71	316,353	22,280	7.0%	126,740	12,300	9.7%
1975-76	269,335	24,240	9.0	106,608	8,635	8.1
1980-81	221,770	39,425	17.8	89,631	14,486	16.2
1985-86	239,764	56,824	23.7	99,100	22,990	23.2
1990-91	245,219	72,924	29.7	97,043	31,348	32.3

TABLE 4.2

ENROLLMENT IN PUBLIC AND NONPUBLIC SCHOOL PREKINDERGARTEN PROGRAMS BY RACIAL/ETHNIC GROUP AND LOCATION

NEW YORK STATE

FALL 1990

Category of School	Pre Kinder-garten Enrollment	Black	Hispanic	American Indian/Alaskan Native	Asian and Pacific Islander	White
New York City	31,348	26.8%	20.6%	0.1%	6.7%	45.8%
Large City Districts	6,340	35.3	9.2	0.9	2.2	52.4
Other City Districts	7,676	14.4	5.6	*	2.8	77.1
Surburban Districts	25,403	8.9	4.6	*	2.7	83.8
Rural Districts	2,157	2.3	1.7	2.6	1.1	92.3
Total State	72,924	19.3	12.0	0.2	4.4	64.1

*Less than 0.1%.

TABLE 4.3
TRENDS IN PUBLIC SCHOOL ESEA CHAPTER 1 PROGRAMS
FOR THE STATE AND NEW YORK CITY

NEW YORK STATE
1985-86 AND 1990-91

Year	New York City			Rest of State			Total Public		
	Total Enrollment	Compensatory Education Enrollment	Compensatory Education Enrollment as % of Total	Total Enrollment	Compensatory Education Enrollment	Compensatory Education Enrollment as % of Total	Total Enrollment	Compensatory Education Enrollment	Compensatory Education Enrollment as % of Total
1985-86	931,246	174,758	18.8%	1,653,024	132,784	8.0%	2,584,270	307,542	11.9%
1990-91	931,910	224,675	24.1	1,615,348	150,841	9.3	2,547,258	375,516	14.7

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TABLE 4.4
ENROLLMENT IN ESEA CHAPTER 1 PROGRAMS
BY RACIAL/ETHNIC GROUP AND LOCATION

NEW YORK STATE
FALL 1990

Location	Compensatory Education Enrollment	Black	Hispanic	American Indian/Alaskan Native	Asian and Pacific Islander	White
New York City	224,675	42.0%	50.0%	0.1%	3.5%	4.4%
Large City Districts	19,906	49.7	19.7	0.7	3.3	27.2
Other City Districts	35,892	26.9	12.9	0.8	1.6	57.8
Suburban Districts	69,942	12.2	7.0	0.5	1.8	78.5
Rural Districts	25,154	3.5	2.4	0.5	1.7	91.9
Total Public	375,516	32.8	33.8	0.4	2.8	30.2
NYC Nonpublic	20,181	32.5	42.4	*	3.3	21.8
Other Nonpublic	7,191	37.7	11.8	0.2	1.7	48.6
Total Nonpublic	27,372	29.0	33.8	0.2	2.8	34.2
Total State	402,888	32.5	33.8	0.4	2.8	30.5

* Less than 0.1%

TABLE 4.5
TRENDS IN PUBLIC SCHOOL PSEN/PCEN PROGRAM ENROLLMENT
FOR THE STATE AND NEW YORK CITY

NEW YORK STATE
1985-86 AND 1990-91

Year	New York City			Rest of State			Total Public		
	Total Enrollment	Compensatory Education Enrollment	Compensatory Education Enrollment as % of Total	Total Enrollment	Compensatory Education Enrollment	Compensatory Education Enrollment as % of Total	Total Enrollment	Compensatory Education Enrollment	Compensatory Education Enrollment as % of Total
1985-86	931,246	124,089	13.3%	1,653,024	153,254	9.3%	2,584,270	277,343	10.7%
1990-91	931,910	209,892	22.5	1,615,348	157,450	9.7	2,547,258	367,342	14.4

TABLE 4.6

TRENDS IN PUBLIC SCHOOL SPECIAL EDUCATION ENROLLMENT FOR THE STATE AND NEW YORK CITY

NEW YORK STATE

1975-76 TO 1990-91

Year	New York City			Rest of State			Total Public		
	Total Enrollment	Special Education Enrollment	Special Education Enrollment as % of Total	Total Enrollment	Special Education Enrollment	Special Education Enrollment as % of Total	Total Enrollment	Special Education Enrollment	Special Education Enrollment as % of Total
1975-76	1,096,460	100,968	9.2%	2,309,555	114,084	4.9%	3,406,015	215,052	6.3%
1980-81	941,159	78,944	8.4	1,919,212	137,398	7.2	2,860,371	216,342	7.6
1985-86	931,246	106,363	11.4	1,674,117	159,794	9.5	2,605,363	266,157	10.2
1990-91	931,910	107,944	11.6	1,637,240	169,223	10.3	2,569,150	277,167	10.8

TABLE 4.7

ENROLLMENT IN PUBLIC ELEMENTARY UNGRADED SPECIAL EDUCATION CLASSES BY RACIAL/ETHNIC GROUP AND LOCATION

NEW YORK STATE

FALL 1990

Location	Elementary Ungraded	Black	Hispanic	American Indian/Alaskan Native	Asian and Pacific Islander	White
New York City	28,676	46.5%	39.2%	*	1.7%	12.5%
Large City Districts	4,588	49.5	13.3	0.4%	0.5	36.3
Other City Districts	5,405	28.3	7.3	0.5	0.8	63.1
Suburban Districts	15,093	15.4	8.1	0.3	1.2	75.0
Rural Districts	1,970	2.0	2.2	2.5	0.4	92.9
Total Public	55,732	35.0	24.2	0.3	1.4	39.1

* Less Than 0.1%

TABLE 4.8

ENROLLMENT IN PUBLIC SECONDARY UNGRADED SPECIAL EDUCATION CLASSES BY RACIAL/ETHNIC GROUP AND LOCATION

NEW YORK STATE

FALL 1990

Location	Secondary Ungraded	Black	Hispanic	American Indian/Alaskan Native	Asian and Pacific Islander	White
New York City	42,195	48.4%	36.8%	*	1.8%	13.0%
Large City Districts	4,401	52.3	15.9	0.5 %	1.2	30.1
Other City Districts	3,599	29.6	6.7	0.6	0.5	62.6
Suburban Districts	10,497	18.9	8.5	0.2	1.4	71.0
Rural Districts	886	5.8	2.1	1.2	0.1	90.8
Total Public	61,578	41.9	28.2	0.2	1.6	28.1

* Less Than 0.1%

TABLE 4.9A

AVERAGE PUPIL PARTICIPATION RATE IN SECONDARY SCHOOLS
BY MINORITY COMPOSITION
REGENTS SCIENCE EXAMINATIONS

NEW YORK STATE
JUNE 1991

Sector/Location	Minority Composition of School				
	0-20%	21-40%	41-60%	61-80%	81-100%
PUBLIC					
New York City	42.9%	27.3%	31.0%	22.2%	11.8%
Large City Districts	*	47.8	32.1	20.7	14.8
Other City Districts	42.0	34.7	30.9	27.5	12.7
Suburban Districts	47.4	46.5	37.0	26.9	18.2
Rural Districts	44.2	41.4	32.3	*	*
Total Public	46.3	39.8	32.0	22.4	12.1
NONPUBLIC					
New York City	50.3%	44.9%	36.0%	19.6%	19.9%
Other Nonpublic	53.1	33.2	17.5	13.2	*
Total Nonpublic	52.0	41.6	34.3	18.8	19.6
TOTAL STATE	46.9%	40.4%	32.3%	22.2%	12.5%

* No high schools with this minority composition

Participation Rate: Total number of pupils taking Regents science examinations (biology, earth science, chemistry, and physics) in June 1991 divided by grade 9-12 enrollment.

Minority Composition: Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian, and Alaskan Native students in grades 9-12 divided by total grade 9-12 enrollment.

TABLE 4.9B

AVERAGE PUPIL PARTICIPATION RATE IN SECONDARY SCHOOLS
BY MINORITY COMPOSITION
REGENTS MATHEMATICS EXAMINATIONS

NEW YORK STATE
JUNE 1991

Sector/Location	Minority Composition of School				
	0-20%	21-40%	41-60%	61-80%	81-100%
PUBLIC					
New York City	37.2%	29.8%	30.5%	23.2%	14.9%
Large City Districts	*	44.9	38.2	28.5	21.9
Other City Districts	40.0	35.7	32.9	29.8	20.7
Suburban Districts	46.0	42.7	35.5	30.3	18.3
Rural Districts	41.8	37.7	36.6	13.2	*
Total Public	44.6	38.5	32.7	24.8	15.2
NONPUBLIC					
New York City	57.6%	47.1%	41.1%	23.1%	22.6%
Other Nonpublic	51.7	28.4	26.8	13.6	2.6
Total Nonpublic	54.0	41.8	39.8	22.0	22.3
TOTAL STATE	45.6%	39.5%	33.4%	24.6%	15.6%

* No high schools with this minority composition

Participation Rate: Total number of pupils taking Regents mathematics examinations (Sequential mathematics Course I, Course II and Course III) in June 1991 divided by grade 9-12 enrollment.

Minority Composition: Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian, and Alaskan Native students in grades 9-12 divided by total grade 9-12 enrollment.

TABLE 4.10

TRENDS IN SECONDARY OCCUPATIONAL EDUCATION ENROLLMENT FOR THE STATE, NEW YORK CITY AND THE REST OF STATE INCLUDING BOCES

NEW YORK STATE
1982-83 TO 1990-91

Year	New York City			Rest of State Including BOCES			Total State Including BOCES		
	Total Enrollment	Occupational Education Enrollment	Occupational Education Enrollment as a % of Total	Total Enrollment	Occupational Education Enrollment	Occupational Education Enrollment as a % of Total	Total Enrollment	Occupational Education Enrollment	Occupational Education Enrollment as a % of Total
1982-83	914,782	125,656	13.7%	1,790,631	217,355	12.1%	2,705,413	343,011	12.7%
1984-85	927,301	140,790	15.2	1,703,758	196,518	11.5	2,631,059	337,308	12.8
1986-87	932,343	139,061	14.9	1,656,593	161,225	9.7	2,588,936	300,286	11.6
1988-89	925,246	133,945	14.5	1,623,464	136,873	8.4	2,548,710	270,818	10.6
1990-91	931,910	144,583	15.5	1,637,240	163,558	10.0	2,569,150	308,141	12.0

TABLE 4.11

PUBLIC SECONDARY OCCUPATIONAL EDUCATON ENROLLMENT BY RACIAL/ETHNIC GROUP AND LOCATION

NEW YORK STATE

FALL 1990

Location	Occupational Education Enrollment	Black	Hispanic	American Indian/ Alaskan Native	Asian and Pacific Islander	White
New York City	144,583	36%	35%	--	9%	20%
Other Big Five	19,694	47	11	1%	2	39
Rest Of State	143,864	8	3	--	1	87
Total State	308,141	24	19	--	5	53

CHAPTER V: STUDENT PERFORMANCE

The goal of the New Compact is to improve public elementary and secondary education results in the 1990s. Consequently, many strategic objectives of the New Compact relate directly to improving academic achievement.

2. *All children will read, write, compute, and use the thinking skills they need to continue learning by the time they are in the fourth grade or its equivalent.*

4. *All high school graduates will be prepared for college, work, or both.*

5. *All high school graduates will demonstrate proficiency in English and another language; in mathematics, the natural sciences, and technology; in history and other social science; and in the arts and other humanities.*

6. *All students will acquire the skills and knowledge needed for employment and effective citizenship.*

This chapter provides indicators of achievement that can be used to evaluate progress in achieving these objectives.

A fifth strategic objective seeks not only improved results but equity of outcome among all children:

8. *Students of both genders and all socioeconomic and racial/ethnic backgrounds will show similar achievement on State assessment measures.*

Throughout this chapter, as required by legislation, comparisons are made on the basis of race/ethnicity and gender. To provide a better understanding of the factors that contribute to the achievement gap between schools with few and many minority students, the relationships of two related factors — poverty and student stability — to performance are examined. The purpose of these comparisons is to measure the magnitude of existing inequities and provide information and incentive for correcting them. These disparities are evidence that many minority children and children living in poverty have not been provided the instructional programs and health and social services that they require for success. In Chapter III, we documented that teachers in high-minority schools were more likely to leave their schools, were less likely to be certified or licensed, and had less experience than teachers in low-minority schools. We also presented statistical analyses suggesting that teacher qualifications such as experience, certification, and education are significantly correlated with learning as measured by the grade 3 Pupil Evaluation Program reading test.

The first section of this chapter surveys performance on examinations in the State testing program for the State as a whole and, where possible, by sector and location. The second section discusses other measures of performance such as Regents diplomas and national testing programs. This year, this section includes a new discussion of New York State results on two national studies of eighth-grade students, the National Education Longitudinal Study of 1988 and the National Assessment of Educational Progress Trial State Assessment.

CHAPTER V: STUDENT PERFORMANCE—*STATE TESTING PROGRAM*

In New York State, the primary measures of student and school performance are the Pupil Evaluation Program (PEP) tests and the Program Evaluation Tests in the elementary grades and the Regents Competency Tests (RCTs), the Occupational Education Proficiency Examinations, and Regents examinations in the secondary grades.

DIFFERENCES IN PERFORMANCE ACCORDING TO SCHOOL CATEGORY

This section describes differences in performance on State assessments among public and nonpublic school categories. Consistently, New York City, which, compared with other school categories, had relatively low expenditures per pupil, larger class sizes, larger percentages of unlicensed teachers, and higher rates of teacher turnover, as well as fewer technological resources and library books, was the least successful school category on every measure. In contrast, the Suburban Districts, which had the highest percentage of certified teachers, the most experienced teachers, the least teacher turnover, and better access to technology and library books, performed consistently well on State assessments.

Pupil Evaluation Program

The Pupil Evaluation Program (PEP), initiated in 1965, provides data to the State Education Department and local school districts for use in planning, managing, and evaluating educational programs. The PEP program involves the administration of criterion-referenced reading and mathematics tests to all pupils at the end of grades 3 and 6 and a writing test to pupils at the end of grade 5. The PEP tests are an important tool in ensuring the provision of essential educational services, since the Commissioner's Regulations mandate that all pupils scoring below the designated State reference point (SRP)[1] be given remediation. The difficulty level of the PEP tests is maintained through the use of score-equating techniques.

Figure 5.1 displays the percentage of students statewide who scored above the SRP on each PEP test during the past five years. A majority of children statewide met this criterion on each test in each year. Moreover, statewide on four of the five tests, a larger percentage of students scored above the SRP in 1991 than in 1987. In each year, a higher percentage of students scored above the SRP on the mathematics and writing tests than on the reading tests.

Performance on the grade 3 reading test, which identifies students unable to read with comprehension the easiest connected sentences and paragraphs, has not improved. In 1991, 80.8 percent of public school third-graders scored above the SRP compared with 80.6 percent in 1987. This overall lack of improvement occurred despite a two-percentage-point improvement between 1987 and 1988. In nonpublic schools, the percentage of third-graders above the SRP was one percentage point lower in 1991 than in 1987.

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[1]The SRP refers to a minimum level of competency for a given grade. Students scoring above this point on the PEP tests are considered to be making satisfactory progress in developing the basic skills of reading comprehension, mathematics, and writing.

Figure 5.1
Trends in Percent of Students Scoring Above the State Reference Points
Pupil Evaluation Program Test
1987 to 1991

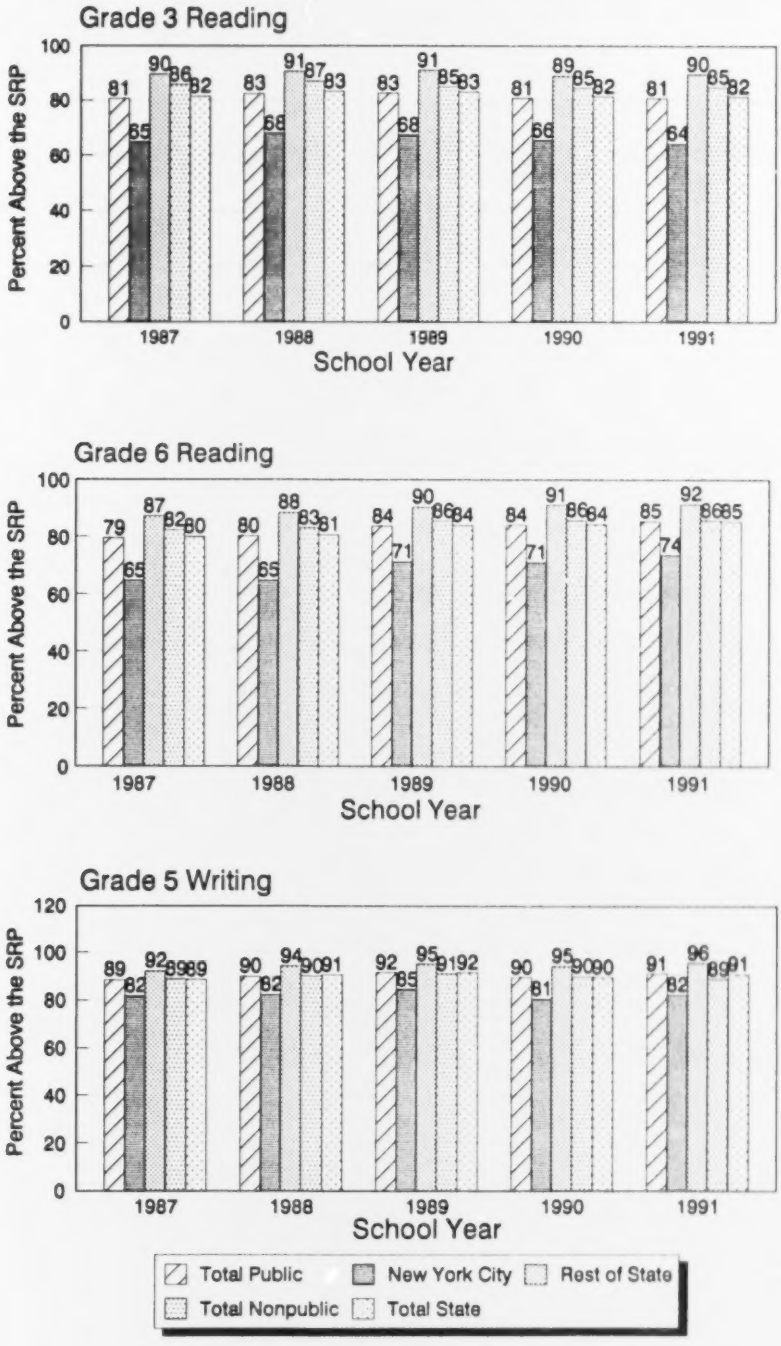
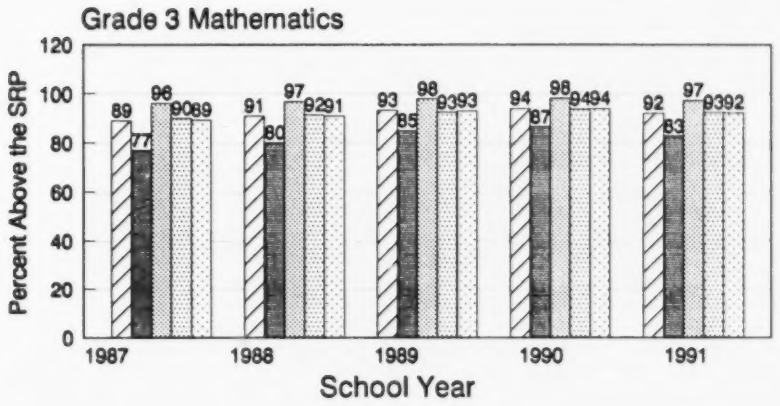
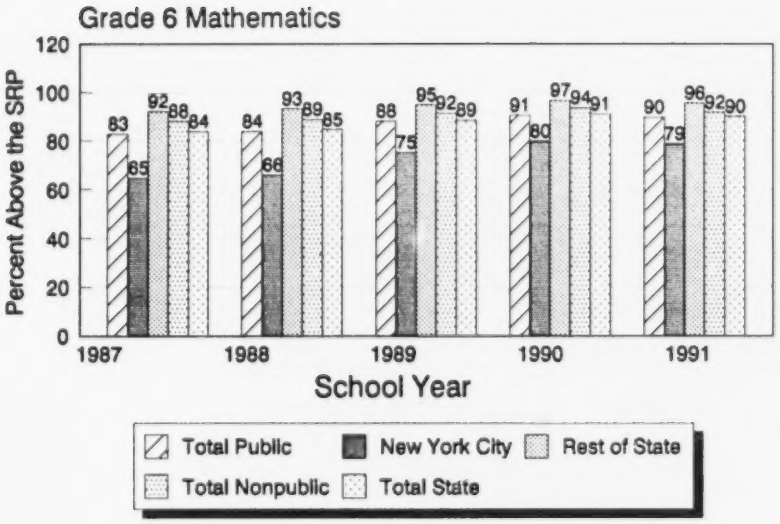


Figure 5.1 (continued)

Trends in Percent of Students Scoring Above the State Reference Points
Pupil Evaluation Program Test
1987 to 1991





On the grade 6 reading test, which measures pupils' ability to comprehend materials found in textbooks used in fifth and sixth grades, performance statewide improved every year since 1987. In 1991, 85.4 percent of sixth-graders scored above the SRP compared with 79.9 percent in 1987. This pattern held true in every category except nonpublic schools outside of New York City where there was a very slight decrease in performance between 1990 and 1991.

Performance on the grade 5 writing test has fluctuated during this period, but a larger percentage of students scored above the SRP in 1991 than in 1987 (91.2 percent compared with 88.6 percent in public schools and 89.4 percent compared with 89.0 percent in nonpublic schools).

In 1991, on both the grades 3 and 6 mathematics tests, there was a reversal of the upward trend maintained between 1987 and 1990. In public and nonpublic schools, fewer children scored above the SRP in 1991 than in 1990. On the grade 3 test, statewide 92.3 percent scored above the SRP compared with 94.0 percent in 1990 and 89.3 percent in 1987. The comparable figures on the grade 6 test were 90.2 percent, 91.2 percent, and 83.8 percent.

PEP performance of New York City public school students is of special concern since, historically, a larger percentage of these students, compared with students elsewhere in the State, have fallen below the SRP. Larger percentages of New York City students scored above the SRP in 1991 than 1987 on all PEP tests except grade 3 reading. On this test, there was a slight decrease, from 65.0 to 64.4 percent above the SRP. On the grade 6 reading and both mathematics tests, New York City schools improved their performance more than schools in other categories. Comparing 1991 with 1990 performance on the mathematics examinations, however, reveals a substantial decline on the grade 3 test (almost four percentage points) and a slight decline on the grade 6 test (almost one point).

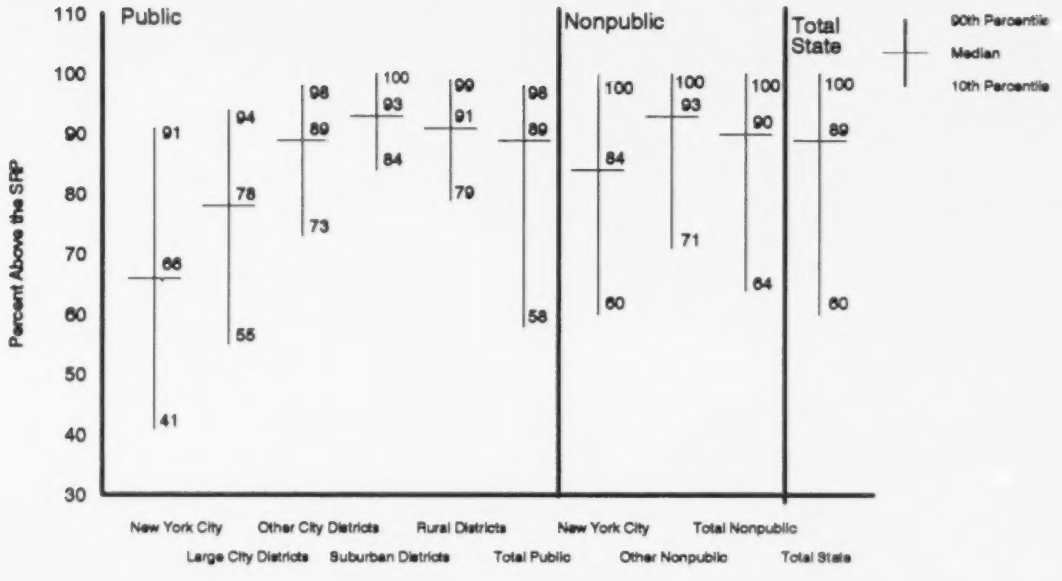
Performance in May 1991 varied among schools according to sector and location. Table 5.1 shows the percentages of students scoring above the SRP on each PEP test by school category. While, on most tests, the New York City public schools have shown the largest increases in the percentage of students scoring above the SRP, they still had the smallest percentages meeting these criteria in 1991. The percentage of students above the SRP in New York City public schools ranged from 64.4 percent on the grade 3 reading test to 82.8 percent on the grade 3 mathematics test.

Among public school categories, the Large City Districts had the second lowest percentages of students scoring above the SRP: their percentages ranged from 77.9 on the grade 3 reading test to 91.8 on the grade 3 mathematics test. Schools in Suburban and Rural Districts recorded higher percentages scoring above the SRP than did city districts on all PEP tests. In Suburban Districts, the percentage exceeding the SRP on each test was 91 percent or greater; in Rural Districts, it was 89 percent or greater.

Statewide, in 1991 the percentage of students scoring above the SRP in nonpublic schools was greater than the comparable percentage in public schools on every PEP test except writing. From 85 to 93 percent of nonpublic school students scored above the SRP on each test. Students in nonpublic schools outside New York City outperformed their counterparts in New York City nonpublic schools but did not perform as well as the suburban schools.

Within each school category, some schools were very successful, while others performed poorly. The variations among schools within categories are illustrated in Figure 5.2, which gives the PEP percentages for schools at the tenth, fiftieth, and ninetieth percentiles within each category on the PEP grade 3 reading test. In the Other City, Suburban, and Rural Districts, the differences between the schools at the tenth and ninetieth percentiles were relatively small, no more than 25 percentage points. In contrast, that difference was 50 percentage points in New York City and 39 points in the Large City

Figure 5.2
Range of the Percent of Students Scoring Above the State Reference Point
Grade 3 Pupil Evaluation Program Test in Reading
New York State
May 1991



Districts. Among categories, greater variation was found at the 10th than the 90th percentile. Even in the lowest-performing categories, New York City and the Large City Districts, most children in the schools at the 90th percentile scored above the SRP. Substantially fewer children scored above the SRP in their tenth percentile schools.

Students who speak English as a second language are tested with native-language translations of the mathematics PEP tests. Table 5.2 shows the numbers tested with the alternative-language editions and the percentages scoring above the SRP. The percentages of pupils scoring above the SRP on these tests were smaller than the comparable percentages on the English-language mathematics PEP tests. Only 52.4 percent of those tested on the alternative-language-edition grade 3 test scored above the SRP, as opposed to 92.3 percent of those tested with the English edition. Comparable figures for the grade 6 test were 39.5 percent and 90.2 percent. Smaller percentages scored above the SRP on these alternative-language examinations in 1991 than in 1990.

The third-grade PEP tests are currently our only State measure for evaluating whether children can read and compute with adequate proficiency to master fourth-grade content (Strategic Objective 2). Far too many children across the State failed to demonstrate the ability to read with comprehension even the easiest connected sentences and paragraphs. A smaller, but still significant, number of third-graders could not compute at the third-grade level. A disproportionate number of these children attended school in New York City.

Program Evaluation Tests

The Regents Action Plan mandated the creation of tests to evaluate the effectiveness of instructional programs in elementary science, elementary social studies, and middle-school social studies. While the tests are designed to evaluate programs, performance on them is a function of student ability and motivation as well as program effectiveness. The elementary social studies test was administered for the first time in May 1987; the other two program evaluation tests were introduced in May 1989. Since scores are used to evaluate programs rather than to identify pupils in need of remediation, no State reference points have been established.

The elementary social studies test, based on the K-6 social studies syllabus, is administered at the end of grade 6. It consists of two required parts: a series of objective questions and a writing exercise. In addition, optional class participation projects, which can be administered any time during the school year, are available. The middle-school social studies test, given at the end of grade 8, is based on the syllabus for grades 7 and 8. This test is similar in format to the grade 6 test.

The mean for the State on the grade 6 test was 40.9 out of a possible 60 points; on the grade 8 test, 43.4 out of 70 points (Table 5.3). The differences between public and nonpublic means were minimal. New York City schools had the lowest mean score on both tests, while the Suburban Districts had the highest mean score on the sixth-grade test (44.0) and the nonpublic schools outside of New York City had the highest mean score on the eighth-grade test (47.8).

The elementary school science test is administered at the end of grade 4 and measures objectives taught in grades K-4. The test includes three required components: objective content, objective skills, and manipulative skills. Attitude measures are provided for optional use. The highest possible scores on each component were objective content, 29; objective skills, 16; and manipulative skills, 22. The State means on these three sections were 19.8, 11.1, and 17.2. The difference between public and nonpublic school means was minimal, as were the differences among school categories. New York City public schools had the lowest mean scores on each component, while the Suburban and Rural Districts and the Other Nonpublic schools achieved the highest mean scores (Table 5.3).

Regents Competency Tests

The Commissioner's Regulations state that all pupils must demonstrate competency in reading, writing, mathematics, science, global studies, and U.S. history and government to obtain a high school diploma. The Regency Competency Tests (RCTs) were established as a mechanism for students not participating in Regents courses and examinations to demonstrate competency. To assist students in meeting the competency criteria, the Commissioner's Regulations require that pupils failing any competency test be provided appropriate remediation. Across the State, about one-half of the pupils graduating from high school each year demonstrate competency in these areas by passing Regents examinations; the remaining students demonstrate competency by passing the appropriate RCT.

The RCT in reading is based on the Degrees of Reading Power methodology and indicates the most difficult prose that a pupil can read with comprehension. The RCT in writing measures a pupil's ability to organize and present ideas in written form. The test consists of three writing tasks: a business letter, a report, and a composition. The reading and writing tests are intended to assess skills acquired during high school; they may not be given prior to eleventh grade. In January 1991, 89.5 percent of tested students statewide passed the reading RCT and 81.9 percent passed the RCT in writing.

The mathematics test is designed to measure competency in the skills described in the State-recommended high school mathematics syllabus for students not enrolled in Regents mathematics courses. The test questions cover the core areas of integers and rational numbers; graphing; measurement of geometric figures; ratio, proportion, and percent; probability and statistics; and consumer and job-related mathematics. The vast majority of students initially take the mathematics test at the end of grade 9. In June 1991, only 64.8 percent of tested students across the State passed.

The RCT in science is designed to measure core process skills and core understandings taken from the *Science Syllabus of Middle and Junior High Schools*. Most of the 70 test questions are multiple-choice. The few open-ended questions require exercises such as completing a graph, constructing a data table, and describing an activity. This test was administered for the first time in June 1988; competency in science was required for graduation beginning in 1991. Almost all students take the science test at the end of grade 9. More than 70 percent of test-takers passed the science RCT in June 1991.

The RCT in global studies was given statewide on an experimental basis for the first time in 1989. Competency in global studies will be required for graduation in 1992. This test measures the content in the ninth- and tenth-grade global studies syllabi. Therefore, the vast majority of students initially take this test at the end of grade 10. Across the State, 64.6 percent of students passed this examination in June 1991.

The RCT in U.S. history and government is designed to measure students' understanding of the content and major ideas sections of the grade 11 syllabus in this subject. The test comprises 50 multiple-choice questions and 4 essay questions; students must respond to two essay questions. It was administered on an experimental basis in June 1988; competency in U.S. history and government was required for graduation beginning in 1990. The vast majority of students initially take this test at the end of grade 11. In June 1991, 76.4 percent of students who took this test passed.

Figure 5.3 shows the percentages of students by school category passing each RCT from 1987 to 1991. Differences in RCT performance across schools and test administrations should be interpreted with caution, because the population of RCT takers is not constant. Some schools encourage all students to take RCTs; others encourage only those students not taking Regents-level courses to take them. Moreover, this policy, which can profoundly influence the percentage of test-takers passing, may change from year-to-year.

Throughout this period, students were most successful on the reading RCT and least successful on the mathematics and global studies RCTs. In 1991, 64.8 percent of mathematics (and 63.5 percent of global studies) test-takers passed, compared to 89.5 percent of reading test-takers. Performance on the writing RCT, the only other RCT that has been given throughout the five-year period, has fluctuated over a narrow range; the percentage passing has varied from 80.4 to 82.6 percent. Scores on the reading RCT have also remained stable, fluctuating within a range of a few points. Performance on the other examinations has been subject to greater fluctuations.

Table 5.4 shows the number of students writing RCTs and the percentage of those students passing in every school category. Comparison of performance among the five public school categories reveals a consistent pattern. On every RCT, the Rural Districts had the largest percentage of test-takers passing followed in descending order by the Suburban, Other City, Large City, and New York City Districts. On every RCT, the nonpublic schools had larger percentages of tested students passing than the Large City Districts but fewer than the Rural Districts. Test-takers in rural districts did particularly well on the RCT in mathematics; 87.6 percent passed compared with 64.8 percent statewide. In every public school category, the largest percentage of test-takers passed the reading RCT and the smallest

percentage passed the RCT in global studies. Nonpublic schools, however, had a slightly smaller percentage of students passing the RCT in mathematics than the RCT in global studies.

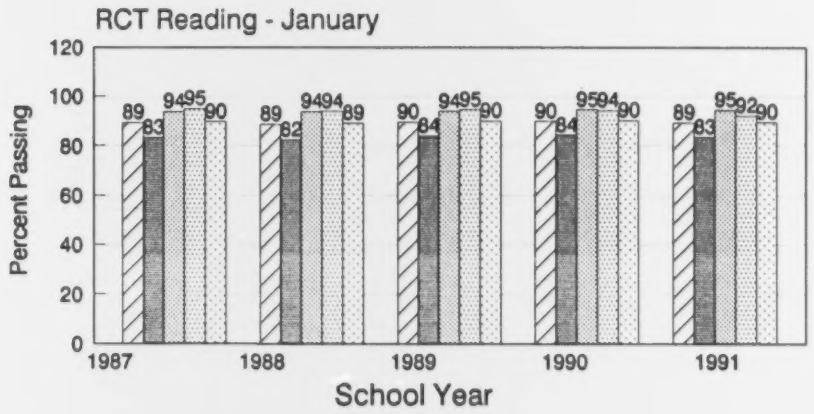
Students for whom English is a second language, and who, after the eighth grade, first enter schools where the predominant language is English, are offered alternatives for meeting some competency requirements. To meet the writing requirement, these students may pass a writing test in their native language and a test of English as a second language to document their progress in acquiring English. The native-language writing test was offered in 29 different languages during 1991. Statewide, 75 percent of those tested passed. The number of students tested and percentage passing are presented in Table 5.5.

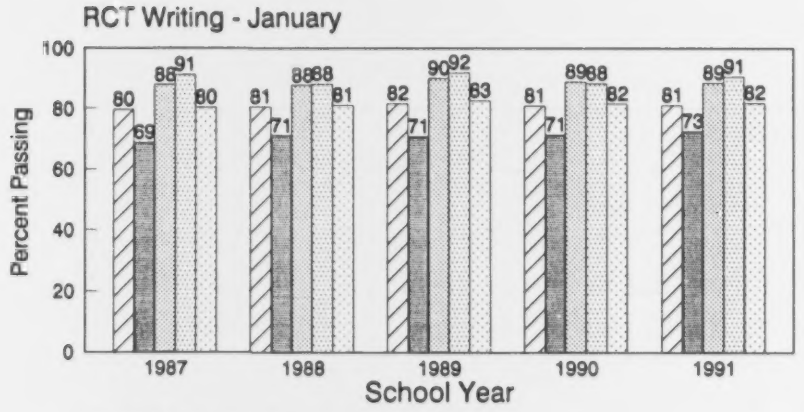
Alternative-language editions of the RCTs in mathematics, science, global studies, and U.S. history and government were also provided. The numbers tested and the percentages passing on these tests are shown in Table 5.6. A smaller percentage of students passed these tests than passed the English-language-edition RCTs in these subjects. In 1991, 44 percent of students taking alternative-language editions of the RCT in mathematics passed, compared with 65 percent of students taking the English edition. Comparable figures for science were 32 percent and 70 percent; for global studies, 40 percent and 65 percent; and for U.S. history and government, 65 percent and 76 percent.

The competency testing requirements prevented few pupils from receiving a high school diploma during the 1990-91 school year. Of the candidates for graduation, 98.3 percent met the competency testing requirements. Only 0.6 percent of the candidates failed to graduate solely because of the competency testing requirements; another 1.0 percent failed to meet both the competency testing requirements and the local course requirements; and 3.6 percent passed the competency requirements but failed to meet local course requirements. In all, fewer than 1,100 of the 158,356 diploma candidates in 1990-91 failed to attain minimum standards in the basic skills. The New Compact will raise the standard that students are required to meet for graduation, while simultaneously providing greater support for reaching the new standards.

Figure 5.3

Trends in Percent of Students Passing the January or June Administrations of the Regents Competency Tests 1987 to 1991





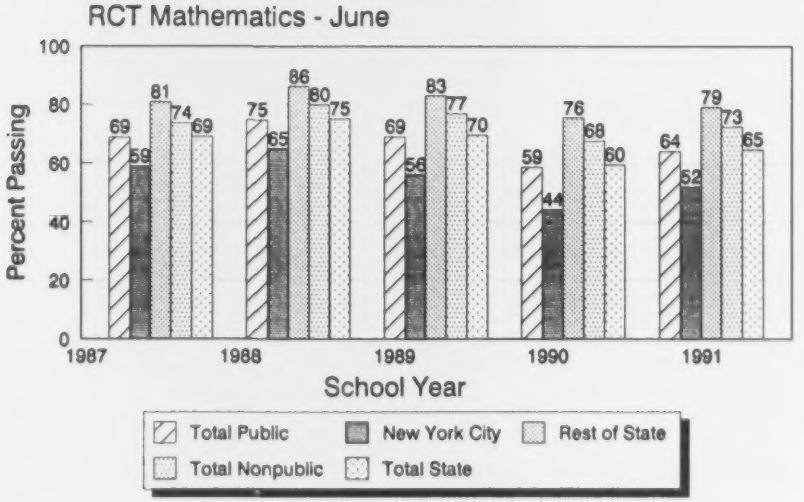
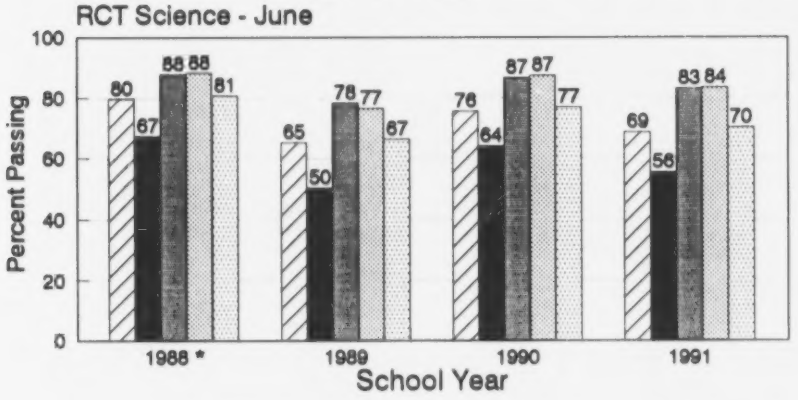
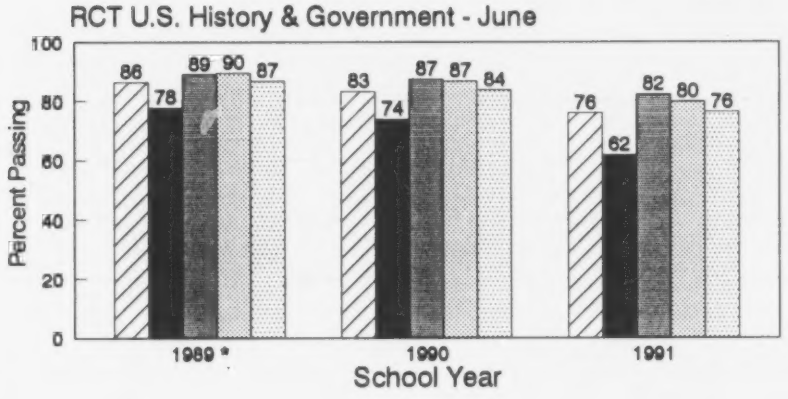
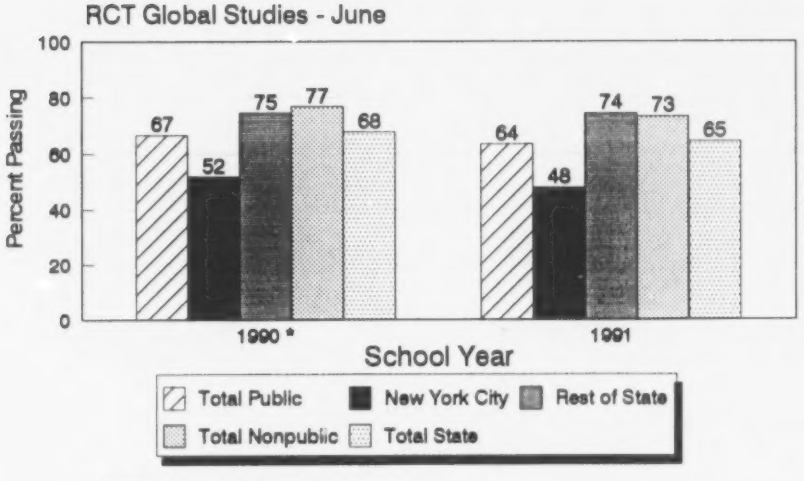


Figure 5.3 (continued)

Trends in Percent of Students Passing the January or June Administrations of the Regents Competency Tests 1987 to 1991







* Year of First Administration

Regents Examinations

For more than a century, Regents examinations have been an important component of high school education in New York State. Examinations are provided in approximately 20 subjects, and more than a million examinations are administered annually. About 60 percent of pupils in grades 9 through 12 take at least one Regents examination in a typical school year.

Regents examinations serve several purposes: to establish and maintain standards by defining important outcomes of instruction in the most commonly studied high school subjects; to motivate student achievement; and to provide teachers with valid and reliable final examinations. Each examination is based on a State syllabus. Caution must be exercised in assessing year-to-year changes in examination results, because their content changes periodically as new course syllabi are developed and approved. The difficulty of examinations is maintained at a generally constant level by pretesting the objective questions.

Although the Commissioner's Regulations require that all public school students have the opportunity to participate in Regents examinations and earn a Regents diploma, only 96 percent of public schools with students in grade 9 or higher offered Regents examinations in 1990-91 (Table 5.7). The lowest levels of participation occurred in New York City (85 percent) and the Large City Districts (84 percent), while participation in the Other City Districts was somewhat higher (94 percent). In the Suburban and Rural Districts, 100 percent of schools gave Regents examinations. The percentages have changed very little in the last three academic years. Nonpublic schools are not required to participate in the Regents examination program. Nevertheless, almost one-half of the New York City nonpublic schools participated, while fewer than two out of five nonpublic schools located outside New York City participated.

Student success on the Regents examinations is an important indicator of secondary school quality. Schools vary both in the percentage of their student enrollment who participate in Regents examinations and in the percentage of tested students who pass. Discussions of Regents examinations in this report will focus on a measure that considers both of these factors: percentage of average enrollment passing.[2] The average enrollment is an estimate of the number of students at one grade level. It is assumed that this measure approximates the number of students within a school who are theoretically eligible to participate in a given Regents-level course and Regents examination. Students choose not to participate for a number of reasons including lack of prerequisite skills and preference for other courses. Those students who do not pass Regents examinations generally take RCTs to demonstrate competency.

Table 5.8 presents percentages of average statewide enrollment passing each Regents examination during the past five years. These percentages were greatest on examinations that are required to document competency for graduation and/or for a Regents-endorsed diploma. In 1991, from 41 to 48 percent of the average statewide enrollment passed the English, a foreign language, sequential mathematics I, biology, global studies, and U.S. history and government examinations. Fewer students passed the advanced mathematics and science than the other Regents examinations.

In New York City public schools, the percentage of average enrollment passing has declined on 5 of the 11 examinations. The most substantial decline was on the sequential mathematics I test, where

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[2]The district average enrollment (per grade) was calculated by dividing the district grade 9-12 enrollment by four. The percentage of average enrollment passing in the district was then calculated by dividing the total number of tested students passing (including eighth graders) by the district average enrollment. Eighth graders were included so that districts with accelerated students would not be penalized.

only 22 percent of average enrollment passed in 1991 compared with 34.2 percent in 1987. This decline is particularly worrisome since mastery of this course content is a prerequisite of higher level mathematics and science courses and is considered, by some, a critical gateway to college success. Other tests on which percentages declined included comprehensive English (4.7 percentage points), sequential mathematics II (4.9 points), sequential mathematics III (0.8 points), and biology (3.7 points). On the remaining six examinations, percentages passing changed very little over this period.

With the exception of the foreign language, earth science, and global studies examinations, the percentages of average enrollment passing in public schools outside New York City have changed very little since 1987. The most substantial increase was the percentage of average enrollment passing a foreign-language examination, 53.6 percent in 1991 compared with 38.3 percent in 1987. Smaller increases occurred on the earth science (6.2 percentage points) and global studies examinations (3.8 points).

In nonpublic schools, percentages of average enrollment passing declined on six tests between 1987 and 1991. Their percentages, however, increased substantially on the foreign languages examinations (16.6 points), and to a lesser extent, on the social studies, physics, and earth science examinations.

Figures 5.4A through 5.4H present additional data on eight selected Regents examinations. For each examination, the percentage of average enrollment tested and passing, the percentage of average enrollment tested and failing, and the percentage of average enrollment not tested are presented in stacked bar charts. The first two bar segments together indicate the percentage of average enrollment participating in the Regents examination.[3] Data for the total State are shown as well as data by sector and location.

The pattern of performance among public school categories on the Regents examinations was very similar to the pattern of performance on PEP and Regents Competency Tests. New York City consistently had the smallest percentages of average enrollment participating in the examinations and the smallest percentage of average enrollment passing. Compared with New York City, the Large City Districts had larger percentages of their average enrollment participating in and passing the Regents examinations. Of those students tested, however, smaller percentages of Large City than New York City students passed all selected examinations, except comprehensive English. For example, on the sequential mathematics I examination, 39 percent of the average enrollment in New York City schools was tested and 57 percent of tested students passed. In the Large City Districts, 73 percent of the average enrollment was tested, but only 40 percent of tested students passed. Among public schools, the Suburban Districts had the highest percentages of average enrollment participating and passing on all examinations.

There were substantial differences in performance between public and nonpublic schools on several examinations. Larger percentages of average enrollment in nonpublic than public schools passed each of the selected Regents examinations, except physics. On the selected mathematics and science examinations, this nonpublic school advantage occurred because the nonpublic schools had a larger percentage of students tested, rather than because they had a higher percentage of tested students pass. The public schools had as high a percentage of those tested passing as the nonpublic schools (Figures 5.4C through 5.4F).

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[3]The percentage of tested students passing can be estimated by comparing the ratio of the first bar segment (percentage of average enrollment passing) to the combined first and second segments (percentage of average enrollment participating).

The comprehensive English examination illustrates the variations among school categories in performance (Figure 5.4A). Compared with New York City, where 19 percent of average enrollment passed, the percentages of average enrollment passing were more than twice as great in the Other City (50 percent), Suburban (59 percent), and Rural (52 percent) Districts. About 34 percent of average enrollment passed in the Large City Districts. The percentage of average enrollment passing in nonpublic schools (52 percent) was comparable to that in districts other than the Big 5.

Similar patterns of performance were seen on the sequential mathematics I and biology examinations. On the mathematics examination (Figure 5.4C), 22 percent of the average enrollment in New York City public schools passed, compared with 60 percent of the average enrollment in the Suburban Districts and 54 percent in the Rural Districts. About 54 percent of average enrollment in nonpublic schools passed. On the biology examination (Figure 5.4E), the statistics for New York City public schools, the Suburban Districts, and the nonpublic schools were 18, 54, and 55 percent, respectively.

Regents diploma candidates (with few exceptions) must take a three-course sequence in a foreign language and pass a comprehensive Regents examination in that language. Figure 5.4B illustrates participation and performance on all Regents comprehensive examinations in foreign languages including French, German, Hebrew, Italian, Latin, and Spanish. In public schools statewide, 45.3 percent of average enrollment passed one of these examinations. In comparison, 67.1 percent of average enrollment in nonpublic schools passed a foreign language examination.

As with PEP tests, school category statistics disguise the large differences in performance among schools within categories. Figures 5.5A and 5.5B illustrate variations in the percentage of average enrollment passing the Regents comprehensive examinations in English and biology. The distribution of percentages among New York City high schools was different from that in the other school categories: 50 percent of City schools were concentrated at the very bottom of the scale. For example, on the comprehensive English examination the median percentage passing in New York City schools was 14 percent. This median was substantially lower than the percentage passing in the schools at the *10th percentile* in the Other City, Suburban, and Rural Districts, where more than 30 percent passed. In all school categories, some high schools had substantial percentages of average enrollment passing. The school at the 90th percentile in New York City had 47 percent passing and in the Suburban Districts, 82 percent passed. The pattern on the biology examination was similar. Examining schools at the 10th percentile, in New York City, 3 percent of average enrollment passed compared with 33 percent in Suburban Districts. At the 90th percentile, the percentages were 35 percent in New York City and 69 percent in the Suburban Districts.

Students for whom English is a second language are provided the opportunity to take Regents mathematics examinations in their native language. Table 5.9 presents the number of students tested and the percentage passing for the Spanish-language edition of the Regents examination in sequential mathematics, course I. The percentage of students passing this test (39 percent) was considerably smaller than the percentage of tested students passing the English-language edition (71 percent).

Figure 5.4A
Participation Rate and Performance on the Regents Comprehensive Examination in English
New York State
June 1991

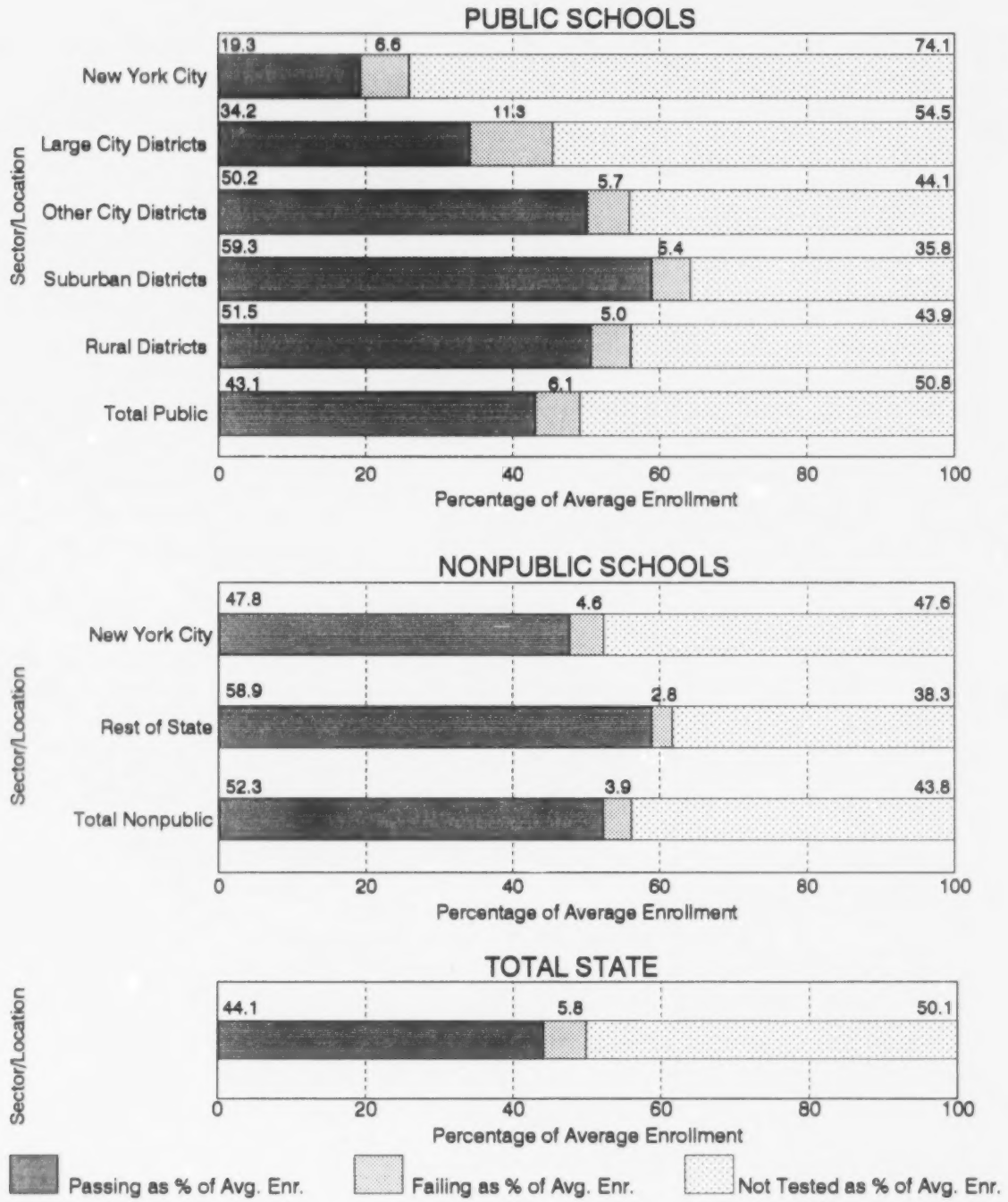


Figure 5.4B
Participation Rate and Performance on the Regents Comprehensive Examinations in Foreign Languages
New York State
June 1991

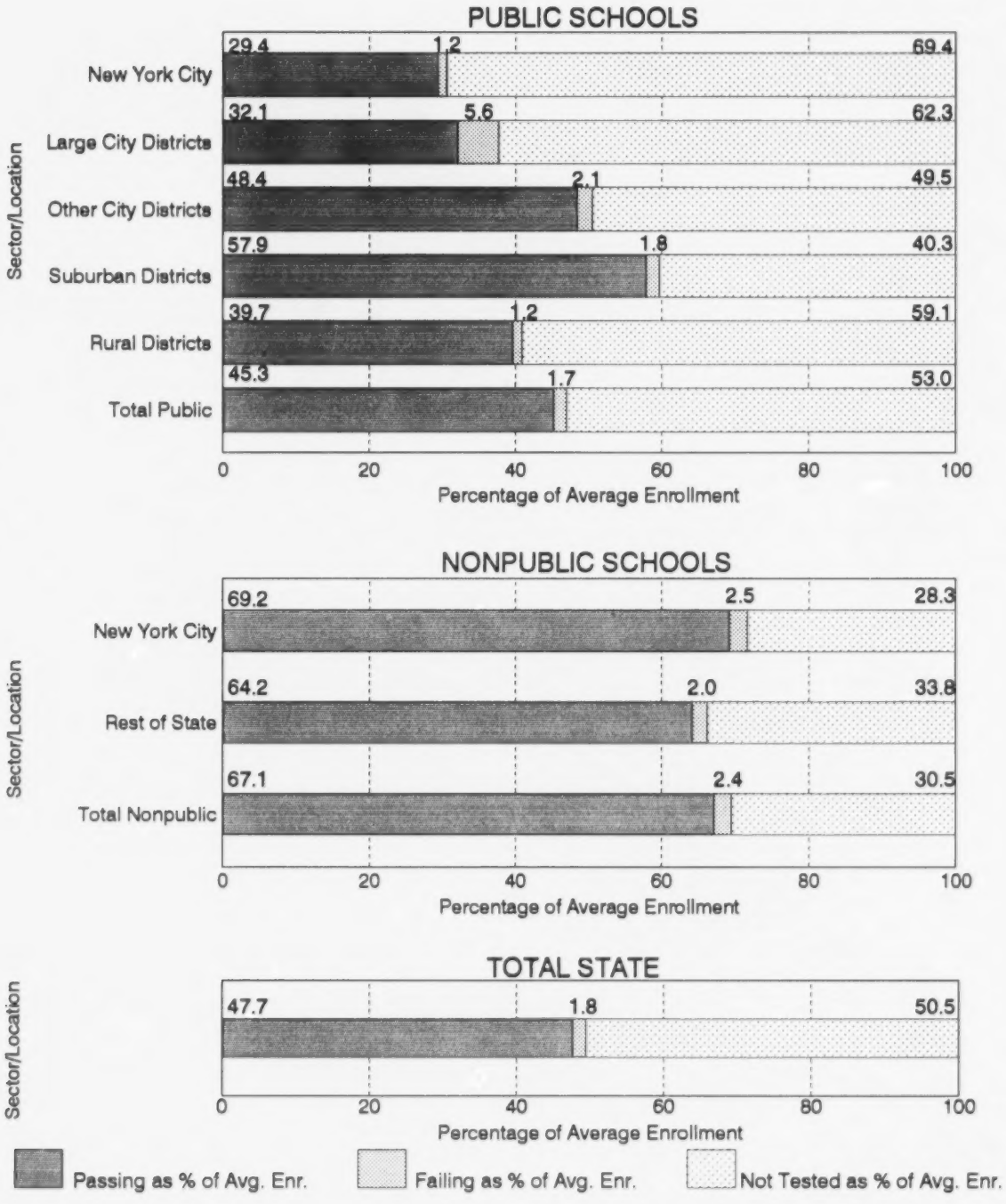


Figure 5.4C
Participation Rate and Performance on the Regents Examination in Sequential Mathematics I

New York State
June 1991

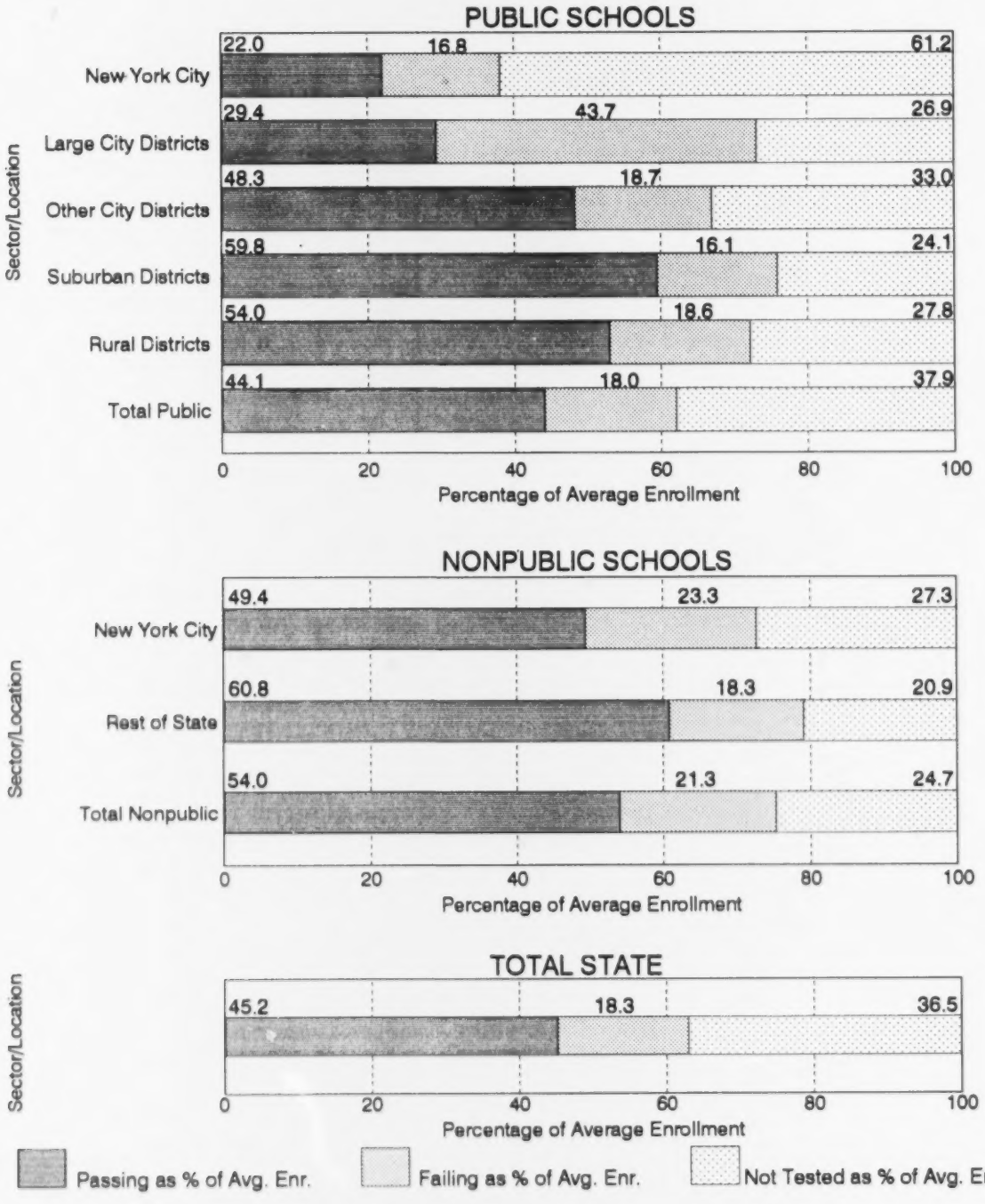


Figure 5.4D
Participation Rate and Performance on the Regents Examination in Sequential Mathematics III
New York State
June 1991

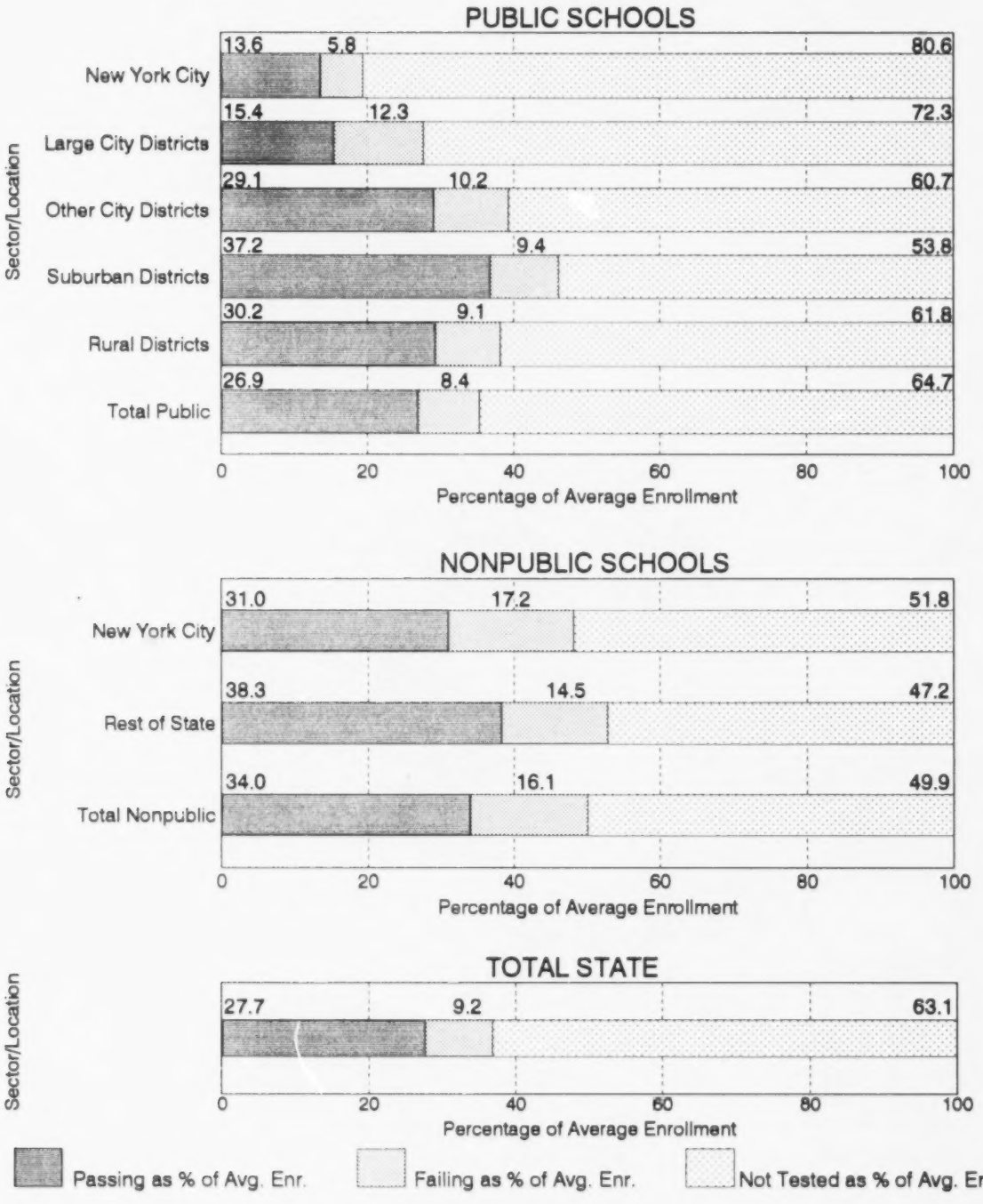


Figure 5.4E
Participation Rate and Performance on the Regents Examination in Biology
New York State
June 1991

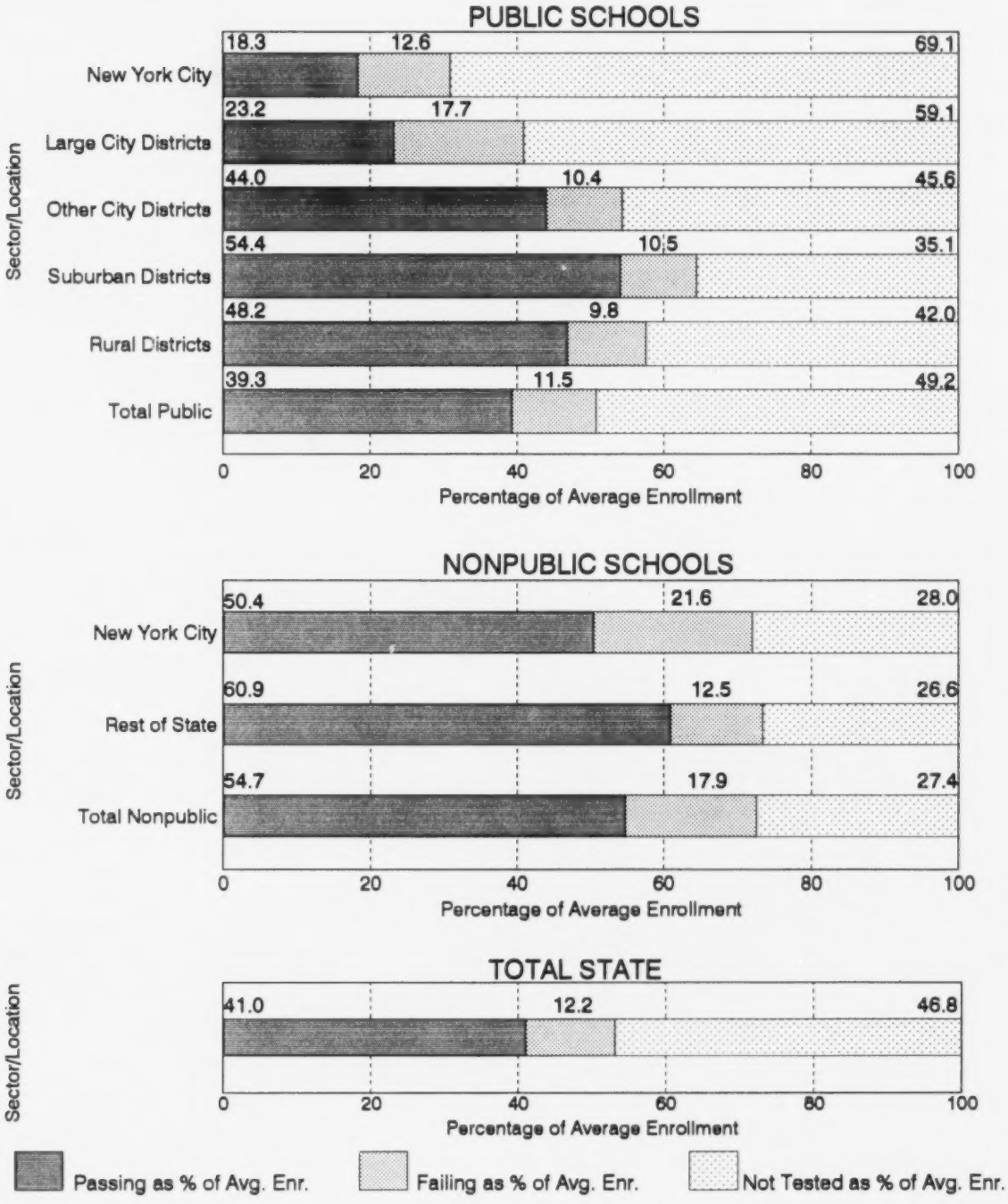


Figure 5.4F
Participation Rate and Performance on the Regents Examination in Physics
New York State
June 1991

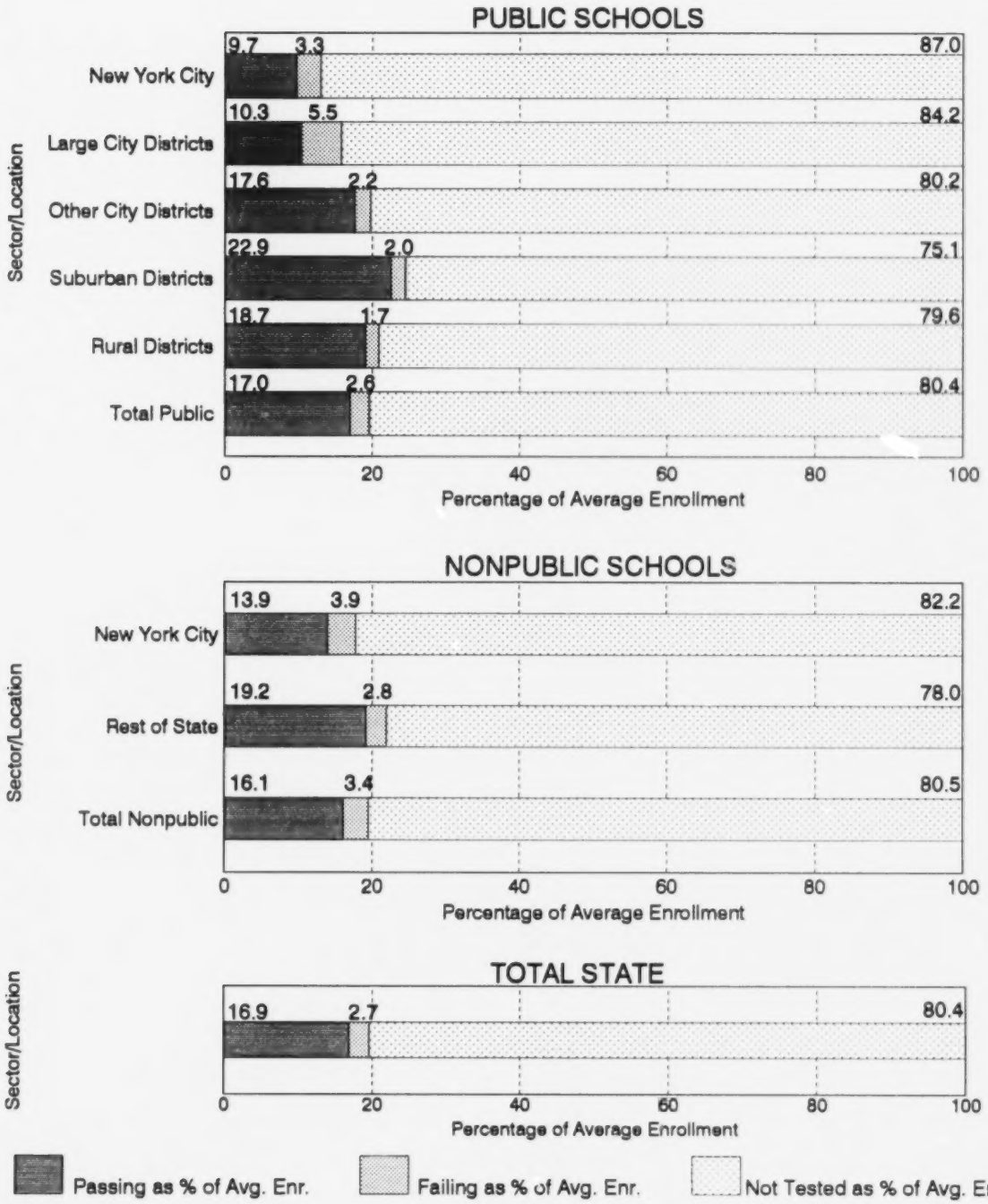


Figure 5.4G
Participation Rate and Performance on the Regents Examination in Global Studies
New York State
June 1991

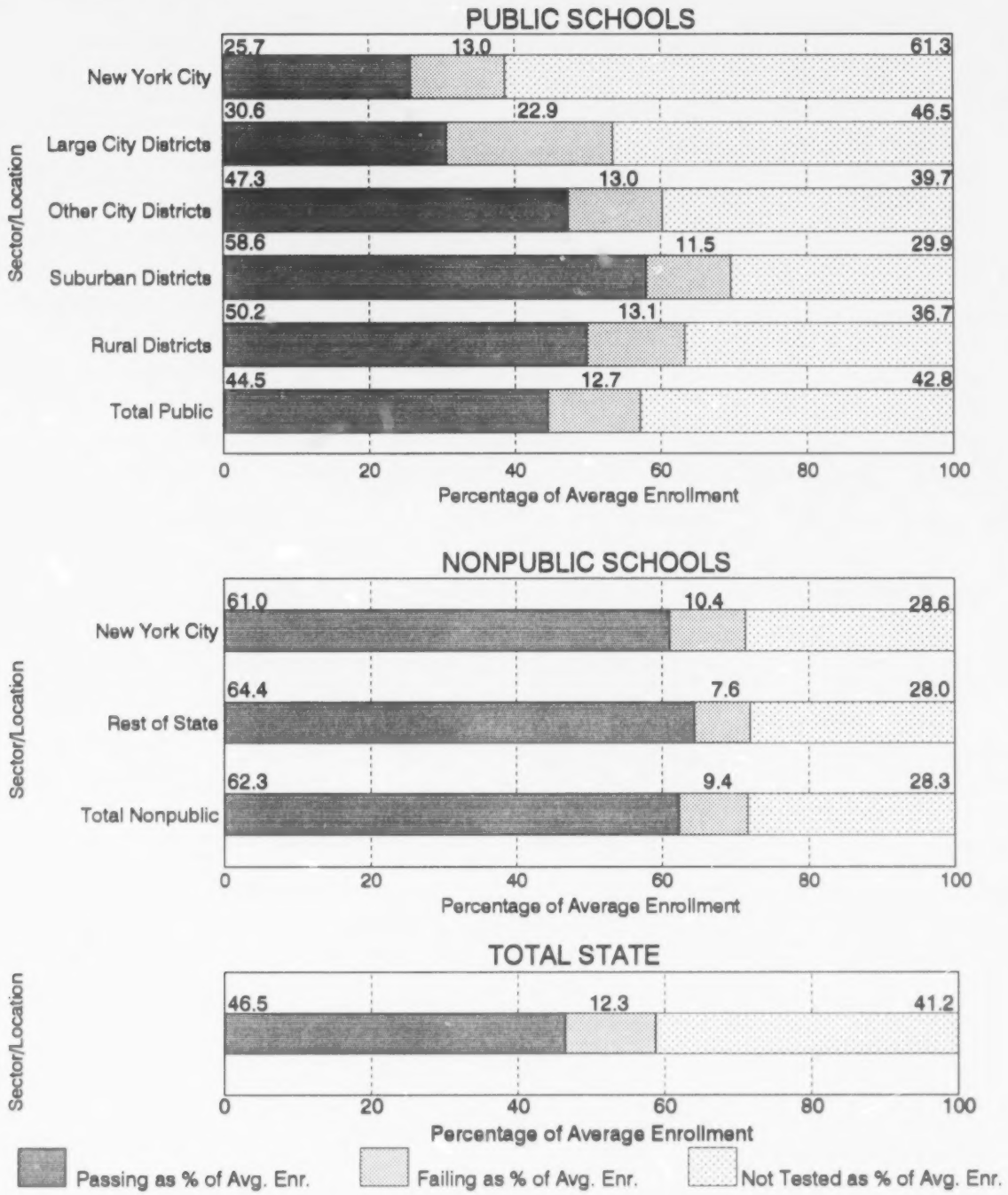


Figure 5.4H
Participation Rate and Performance on the Regents Examination in U.S. History and Government
New York State
June 1991

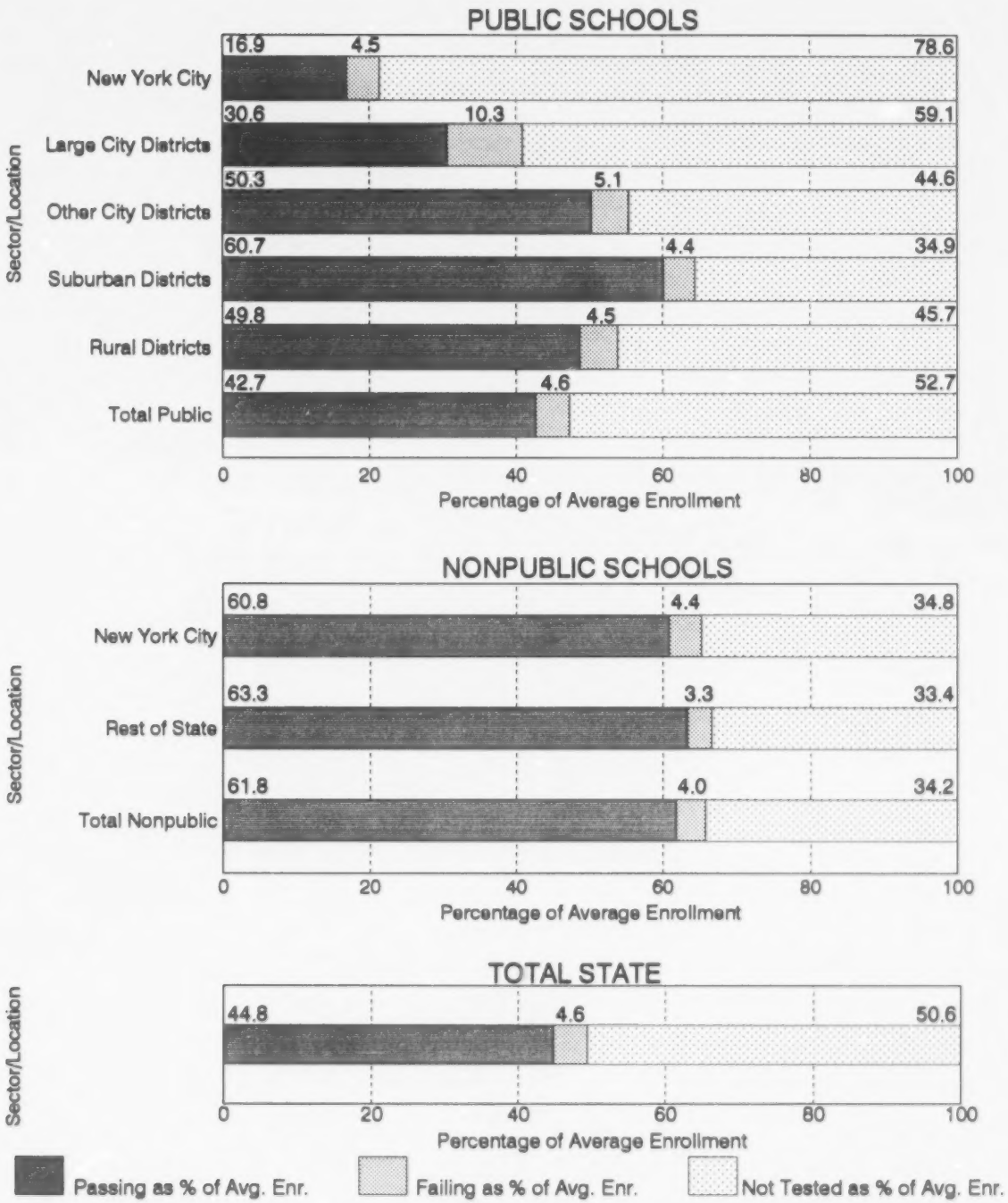


Figure 5.5A
Range of the Percent of Average Enrollment Passing
Regents Comprehensive Examination in English
New York State
June 1991

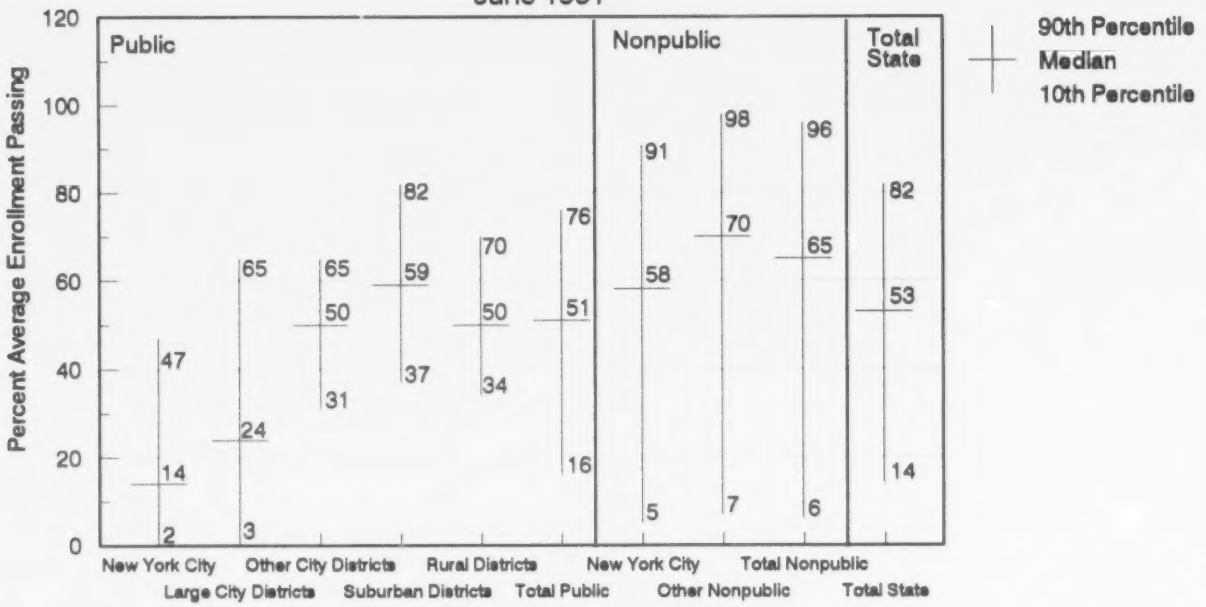
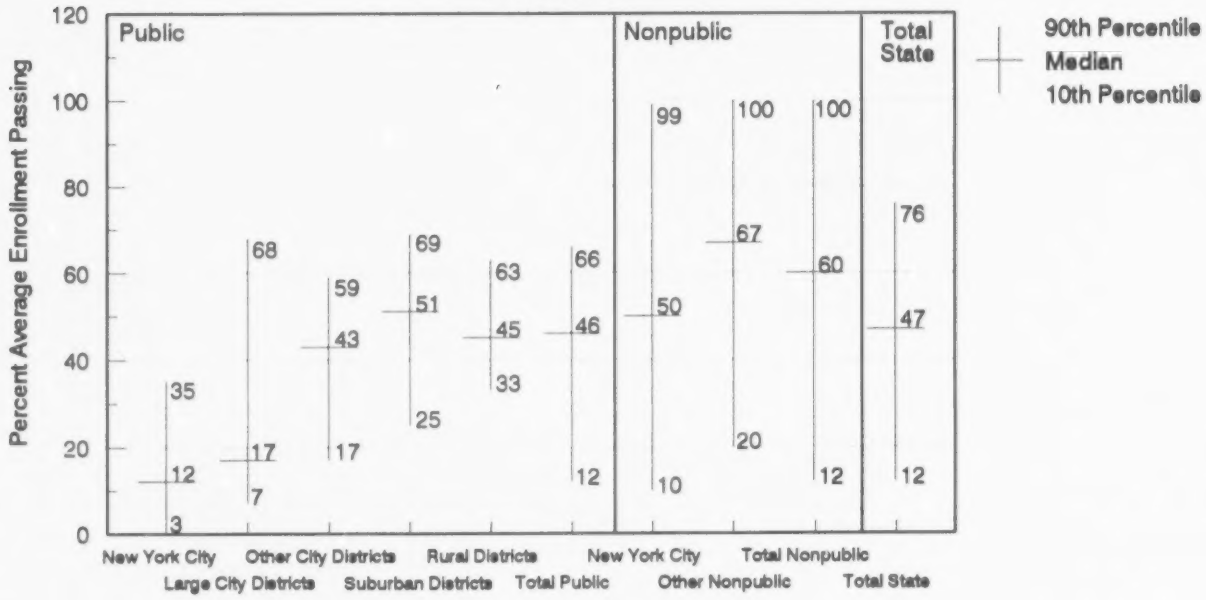


Figure 5.5B
Range of the Percent of Average Enrollment Passing
Regents Examination in Biology
New York State
June 1991



Occupational Education Proficiency Examinations

The fourth strategic objective of the New Compact stipulates that all high school graduates will be prepared for college, work, or both. Moreover, in April 1989, the Board of Regents adopted a policy requiring that all recipients of a Regents-endorsed local diploma or other local diploma be prepared for immediate employment and/or postsecondary education. Proficiency examinations measure students' competencies in content covered in occupational-education courses. They are required, where available, for students who wish to use occupational-education sequences to satisfy diploma requirements. The introduction to occupations examination is the initial examination in this series and is taken by all students enrolled in occupational-education sequences.

Statewide data on this examination were collected for the first time in 1988-89. Only a small percentage of State public secondary students have taken this examination annually and the percentage appears to be decreasing. In the first year, 63,585 took the examination. In 1990-91, 30,481 students were tested and 85.3 percent passed. Of those tested, 40.4 percent were from Suburban Districts, 30.9 percent were from New York City, and 4.4 percent were from nonpublic schools. Among school categories the passing rate varied from 75.8 percent in New York City to 93.2 percent in New York City nonpublic schools (Table 5.10).

STUDENTS WITH DISABILITIES

Statistics reported above for the New York State testing program do not include data for pupils with disabilities, although they have been afforded greater access to regular education programs leading to a high school diploma and, consequently, have been participating in the testing program with greater frequency. This section reviews their performance on the PEP and Regents Competency Tests and their success in earning high school diplomas.

The numbers of students with disabilities participating in the PEP program and their success with these tests have increased over the last several years (Table 5.11). Between 1987 and 1991, continual increases in the percentages scoring above the SRP occurred on two tests: grade 6 reading and mathematics. The greatest success in 1990-91 was achieved on the grade 3 mathematics test; 56.1 percent of students scored above the SRP. In each year, the percentage scoring above the SRP on the grade 3 reading test remained about 30 percent. The percentage above the SRP on the writing test fluctuated over a wider range, reaching a high of nearly 60 percent in 1988-89 but falling back to 50 percent in 1989-90 and 53 percent in 1990-91.

Similarly, many students with disabilities have demonstrated competency for high school diplomas by passing the Regents Competency Tests. These results are documented in Table 5.12. In 1991, more than 60 percent of these students taking the RCTs in reading, writing, and U.S. history and government passed. As with nondisabled students, the mathematics RCT had the lowest percentage of students passing (40 percent).

Comparisons of credentials awarded to students with disabilities in 1985-86 and 1990-91 demonstrate increased participation in regular education programs. During the 1985-86 school year, 3,478 students with disabilities were awarded local high school diplomas. In the 1990-91 school year, 5,788 local diplomas were awarded to such students — a 66 percent increase.

Although the number of students with disabilities who receive local or Regents diplomas has increased steadily in the past three years, only half of these students currently leaving the school system

receive diplomas. This rate is less than that expected, given the number of students with disabilities identified as fully capable of earning a diploma with appropriate special-education intervention. The percentage of students with disabilities who dropped out was especially high among students who were seriously emotionally disturbed or learning disabled. During the 1988-89 school year, 16,375 students with disabilities receiving special education and related services left the school system. A large portion of these students left without the necessary credentials to find satisfying and remunerative employment.

Data collected on students 16 to 21 years old who exited the educational system during 1985-86 suggested that pupils with disabilities tended to remain in school until the age of 19 years. Nearly 55 percent of these students received a Regents diploma or local diploma. The remaining 45 percent either left school or continued attending until they were required to leave the system at age 21.

RACIAL/ETHNIC DIFFERENCES IN PERFORMANCE

This section examines differences among racial/ethnic groups in performance on State-administered tests. Since racial/ethnic data are not collected on test forms, individual performance cannot be analyzed with regard to racial/ethnic origin. Consequently, surrogate measures were used to examine this relationship; that is, school averages were analyzed according to the minority composition of the school. Five categories were constructed, based on minority enrollment: 0 to 20 percent (lowest minority category), 21 to 40 percent, 41 to 60 percent, 61 to 80 percent, and 81 to 100 percent (highest minority category). Table 1.4 provides information about the number of schools and the percentage of minority students in each minority composition category.

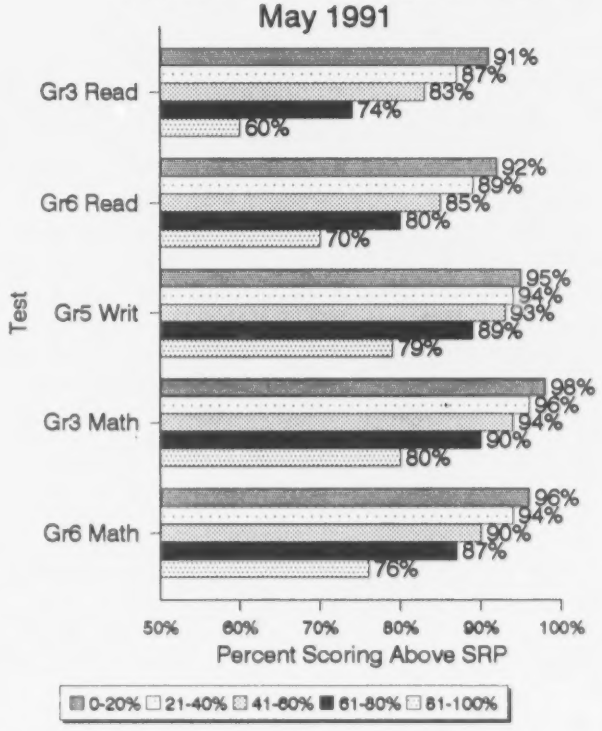
Pupil Evaluation Program Tests

As the percentage of minority students in schools increased, the percentage of students scoring above the SRP on all PEP tests decreased (Figure 5.6). Performance on the reading tests varied more with the racial/ethnic composition of schools than did performance on the mathematics and writing tests. Statewide, for example, the contrasting percentages of students above the SRP for the lowest and highest minority composition categories were as follows: grade 3 reading, 91 and 60 percent; grade 6 reading, 92 and 70 percent; grade 5 writing, 95 and 79 percent; grade 3 mathematics, 98 and 80 percent; grade 6 mathematics, 96 and 76 percent.

Tables 5.13A and 5.13B show the percentages of students scoring above the SRP on the grade 3 reading and mathematics tests for schools within each minority composition category in each school category. The statewide pattern held true in every school category except Rural Districts, where there were very few high-minority schools. The most interesting aspect of these tables is that within the lowest three minority composition categories, variations in performance among public school categories were quite small compared to the differences between school categories when minority composition is not considered. On the grade 3 reading test, in the schools with 20 percent or fewer minority students the difference between the best and worst performing categories was only four percentage points. In schools in the highest minority category, the difference was 41 percentage points. The same pattern was found on the grade 3 mathematics test. The difference between the best and worst performing public school category in the lowest minority category was 7 percentage points, while in the highest minority category, it was 21 percentage points. Most New York City schools fell in this high-minority category. In other words, considering only schools with the smallest percentages of minority pupils, large urban district schools performed almost as well as smaller city, suburban, and rural schools.

Substantial variations in PEP performance occurred among schools within the same minority composition category. These variations were greater in the highest than the lowest minority composition category. For example, Figure 5.7 shows that in the lowest minority composition category, there was a 17 percentage point difference between the public schools at the 10th (83 percent scored above the SRP) and at the ninetieth percentile (100 percent) on the grade 3 reading test. In the highest minority category, the public schools at the 10th and 90th percentiles had 38 and 83 percent of students scoring above the SRP, respectively. In most minority composition categories, nonpublic schools had greater differences between the schools at the 10th and 90th percentiles than public schools.

Figure 5.6
Percent of Public and Nonpublic Students Scoring Above the State Reference Points by Minority Composition Category Pupil Evaluation Program Tests May 1991



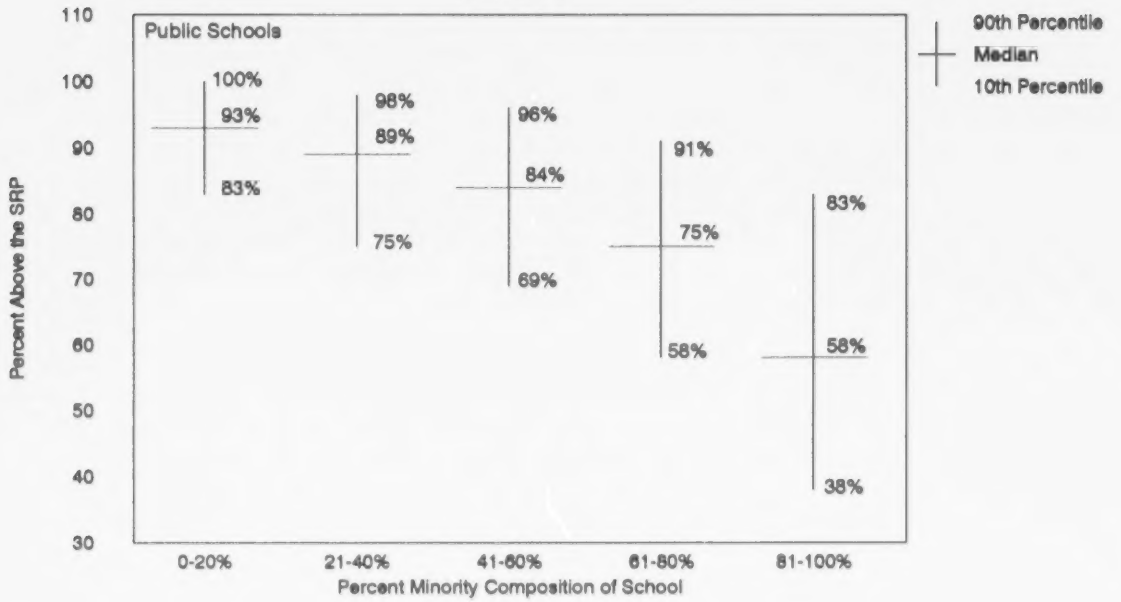
Regents Examinations

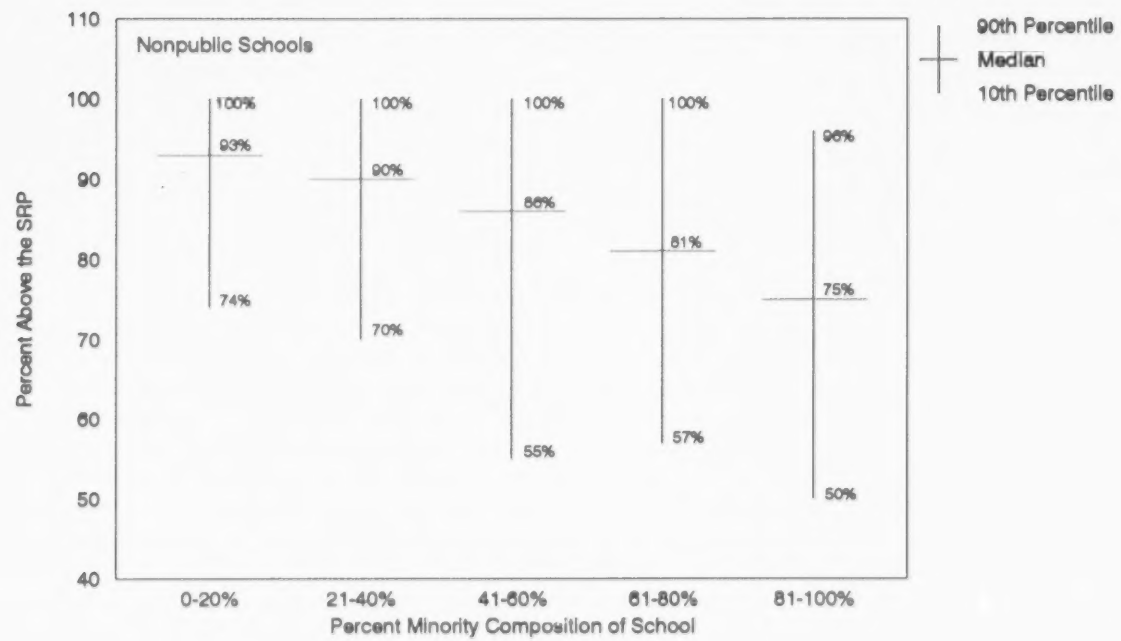
Because PEP tests are designed to identify students who need remediation and Regents examinations, to discriminate among students in college-preparatory courses, the differences in performance among minority composition categories on the Regents examinations were even more striking than those on PEP tests. In 1991, the percentages of average enrollment participating in and passing Regents examinations generally decreased as the percentages of minority students within a school increased. Performance and participation on eight selected Regents examinations by minority composition category are shown in Figures 5.8A to 5.8H.

On most Regents examinations, the participation rate (indicated by the first two bar segments) among public school students in the category with 20 percent or fewer minority students was about three times the participation rate in the category with more than 80 percent minority enrollment. There were, however, a few exceptions to this pattern. On the global studies and sequential mathematics I examinations the participation rate in the lowest minority category was about twice that in the highest minority category; on the sequential mathematics III and U.S. history and government examinations, the participation rate in the lowest minority category was almost four times as great as that in the highest. In the nonpublic schools, the participation rate in the lowest minority category tended to be about twice that in the highest category. The exceptions were physics, where participation was four times as great, and sequential mathematics III, where participation was three times as great.

Not only did schools in the highest minority category have smaller percentages of students participating, but tested students in these schools were less likely to pass. Therefore, the differences between the highest and lowest minority categories in the percentage of average enrollment passing were

Figure 5.7
Range of the Percent of Students
Scoring Above the State Reference Point (SRP)
By Minority Composition of School
Grade 3 Pupil Evaluation Program Test In Reading
May 1991





even greater than the differences in participation rates. On a typical examination, in public schools the percentage of average enrollment passing was about four times as great in the lowest minority category as in the highest minority category. On the biology and sequential mathematics III examinations, the percentage passing in the lowest minority category was about five times that in the highest minority category; on the U.S. history and government examination, the percentage passing was six times as high in the lowest as in the highest minority category.

Performance on the comprehensive examination in English illustrates the relationship between minority composition category and participation and performance (Figure 5.8A). Statewide in the lowest minority category, 59 percent of average enrollment took this examination and passed. As the percentage of minorities increased, this statistic decreased, until in the highest minority category only 16 percent of average enrollment passed. This pattern held true in both public and nonpublic schools (with the exception of the middle minority composition category in nonpublic schools).

Performance on Regents examinations varied considerably within minority composition categories. The range of performance on the comprehensive English examination in school categories is shown in Figure 5.9A. Among high-minority high schools, the percentage of average enrollment passing ranged from 2 percent in the school at the tenth percentile to 35 percent in the school at the ninetieth percentile. Among low-minority schools, 36 percent passed at the tenth percentile and 78 percent, at the ninetieth percentile. Figure 5.9B shows ranges on the biology examination: the tenth and ninetieth percentiles for the lowest minority category were 32 and 67 percent; for the highest minority category, 3 and 21 percent. On both examinations, the school at the tenth percentile in the lowest minority category performed better than the school at the ninetieth percentile in the highest minority category.

Figure 5.8A
Participation Rate and Performance by Minority Composition
Regents Comprehensive Examination in English
New York State
June 1991

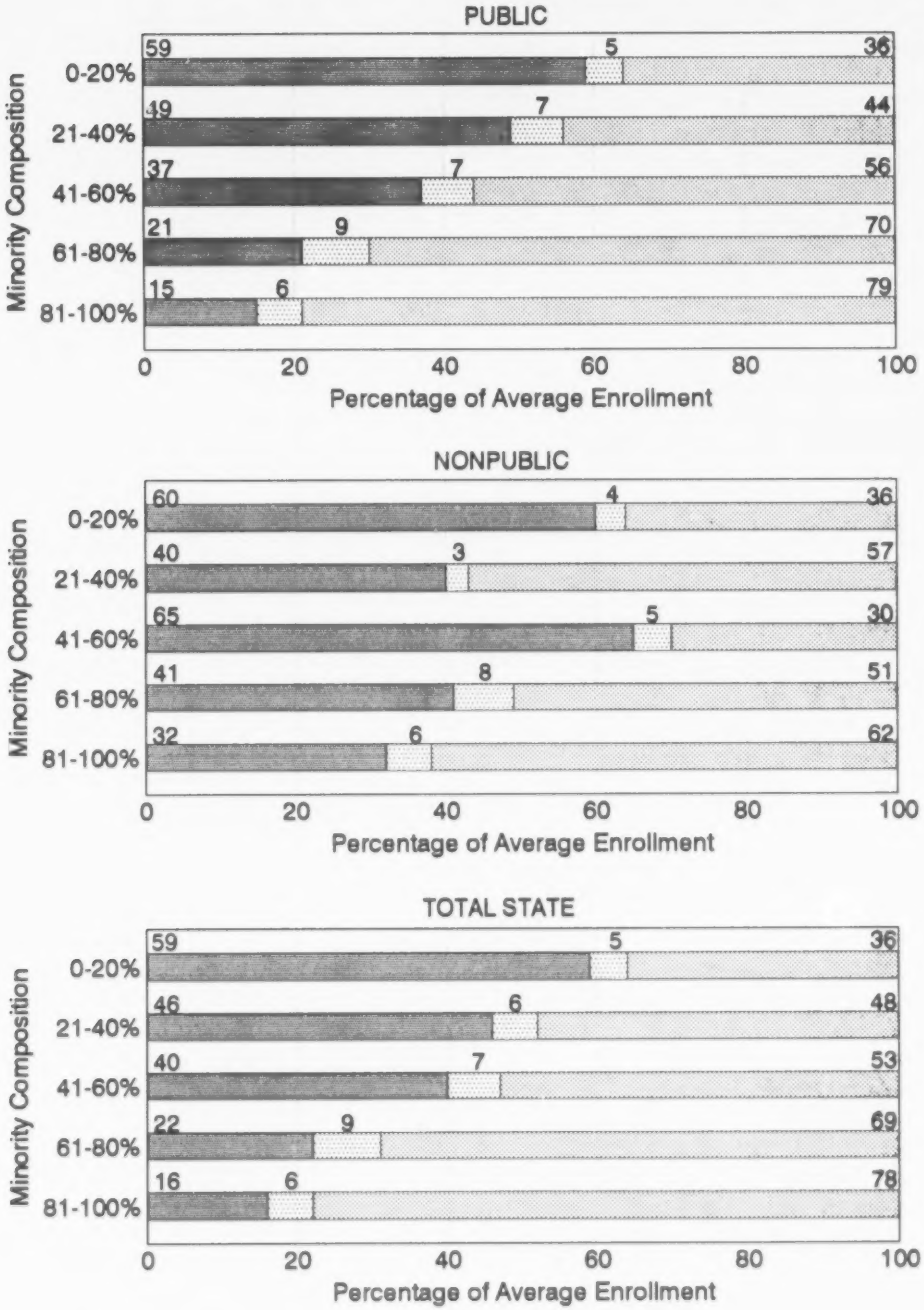


Figure 5.8B
Participation Rate and Performance by Minority Composition
Regents Comprehensive Examinations in Foreign Languages
New York State
June 1991

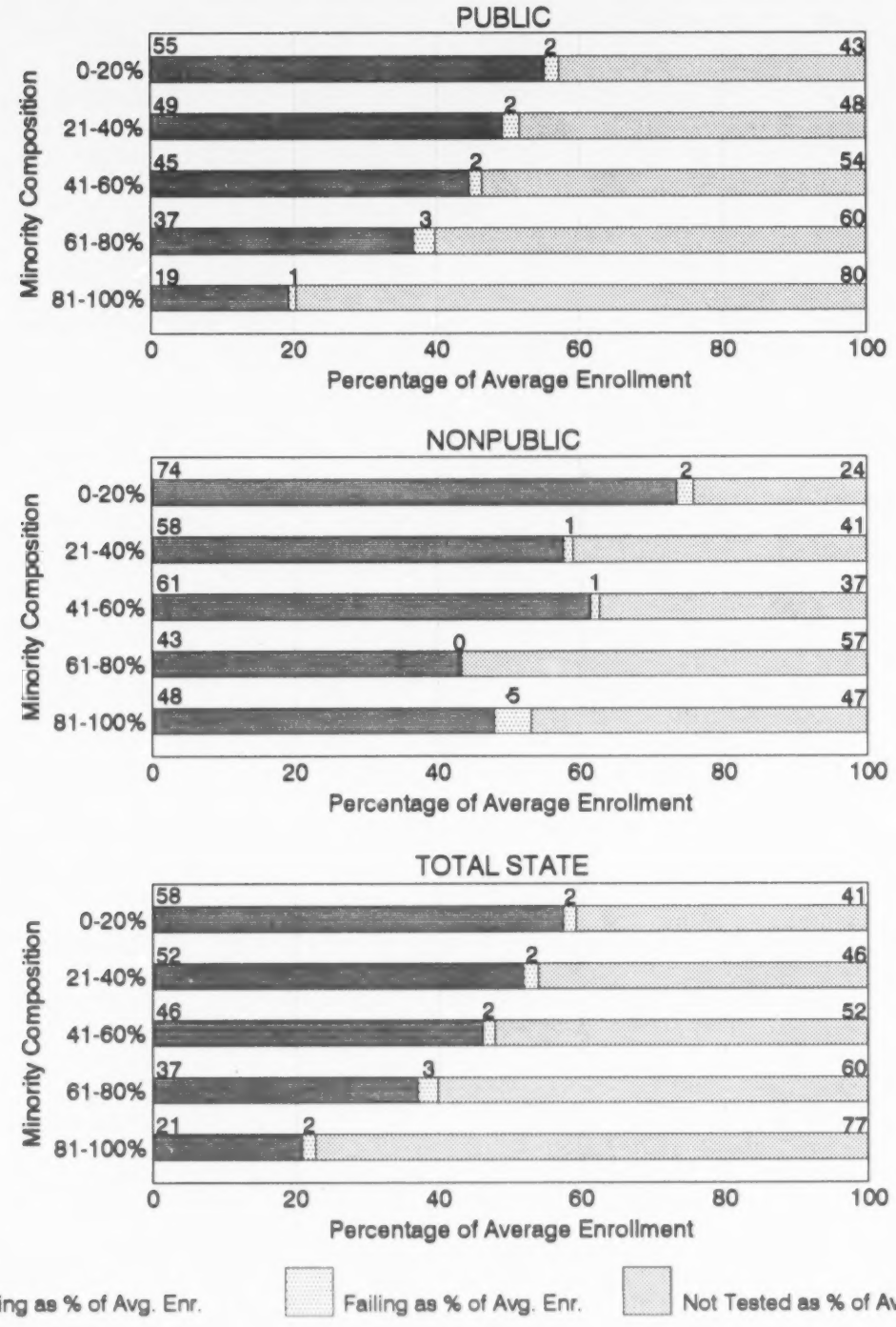


Figure 5.8C
Participation Rate and Performance by Minority Composition
Regents Examination in Sequential Mathematics I

New York State
June 1991

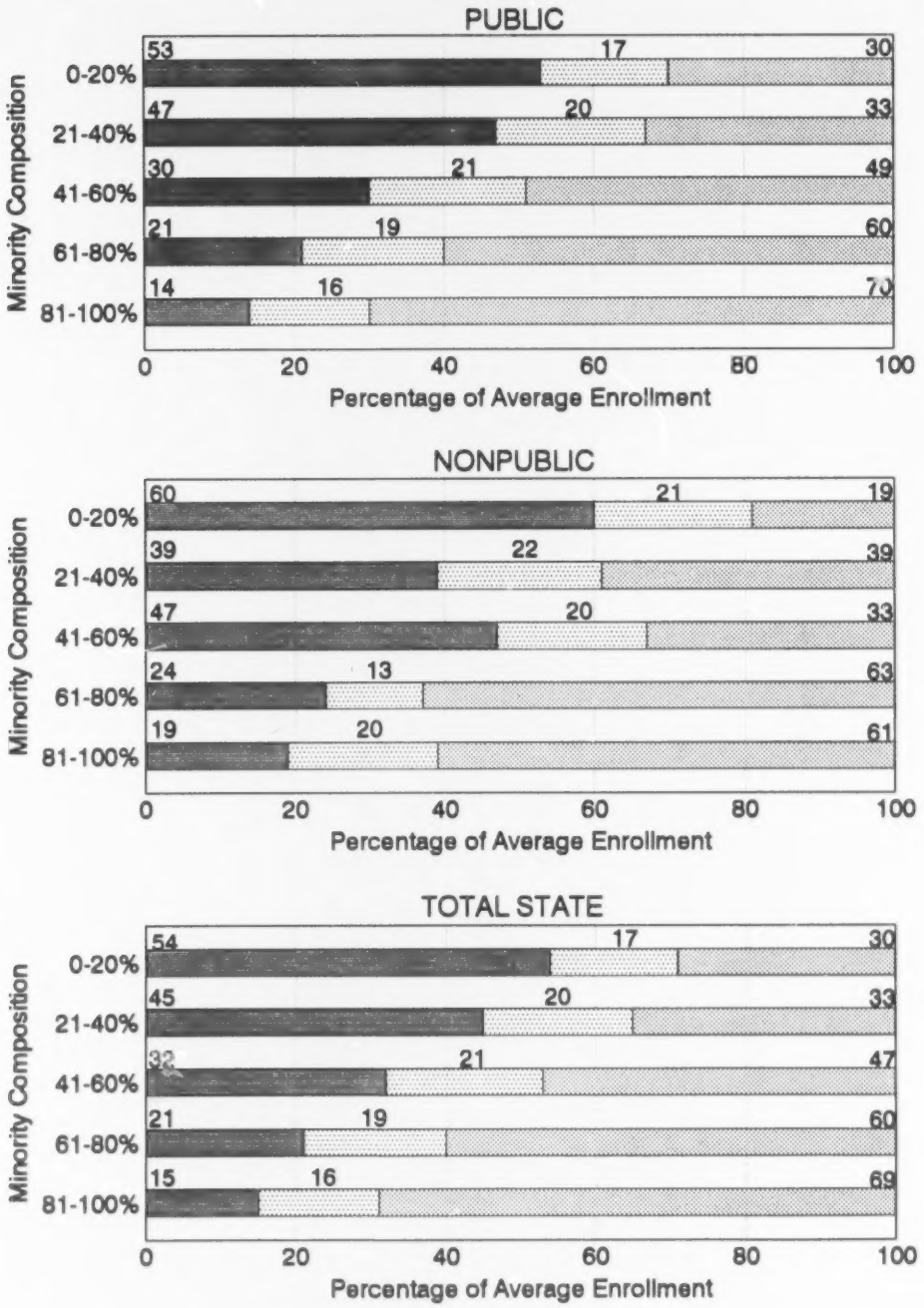


Figure 5.8D
Participation Rate and Performance by Minority Composition
Regents Examination in Sequential Mathematics III
New York State
June 1991

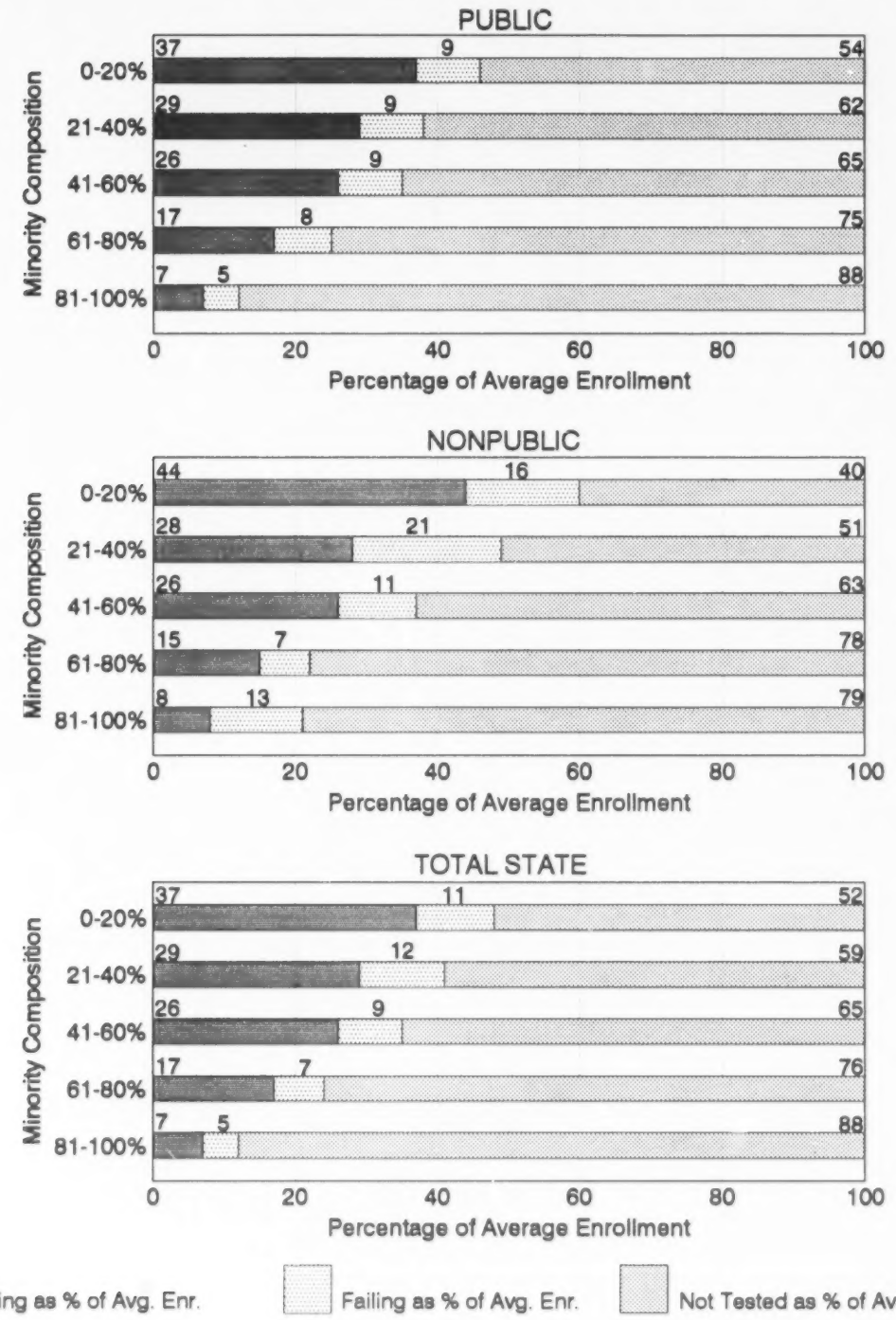


Figure 5.8E
Participation Rate and Performance by Minority Composition
Regents Examination in Biology

New York State
June 1991

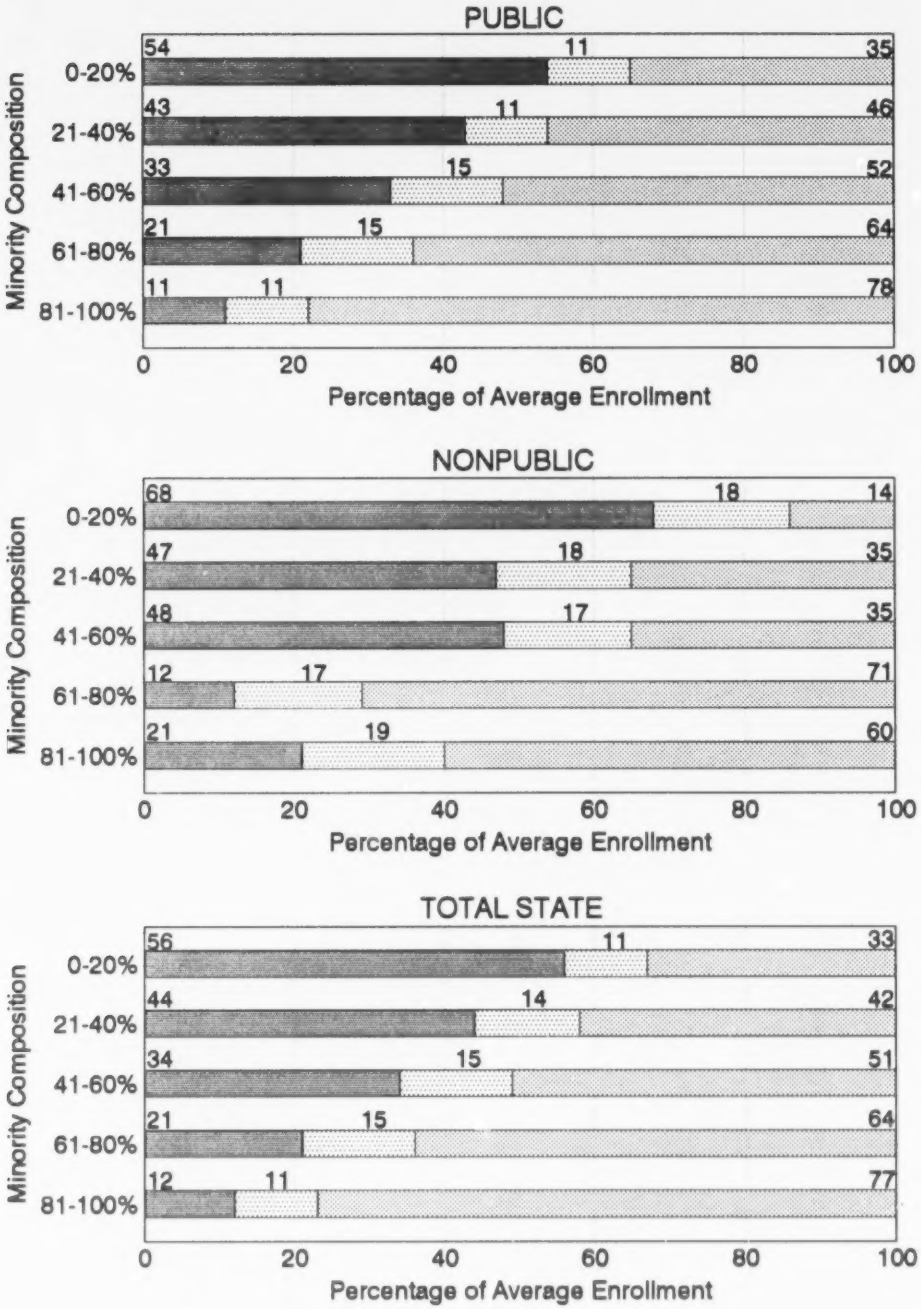


Figure 5.8F
Participation Rate and Performance by Minority Composition
Regents Examination in Physics

New York State
June 1991

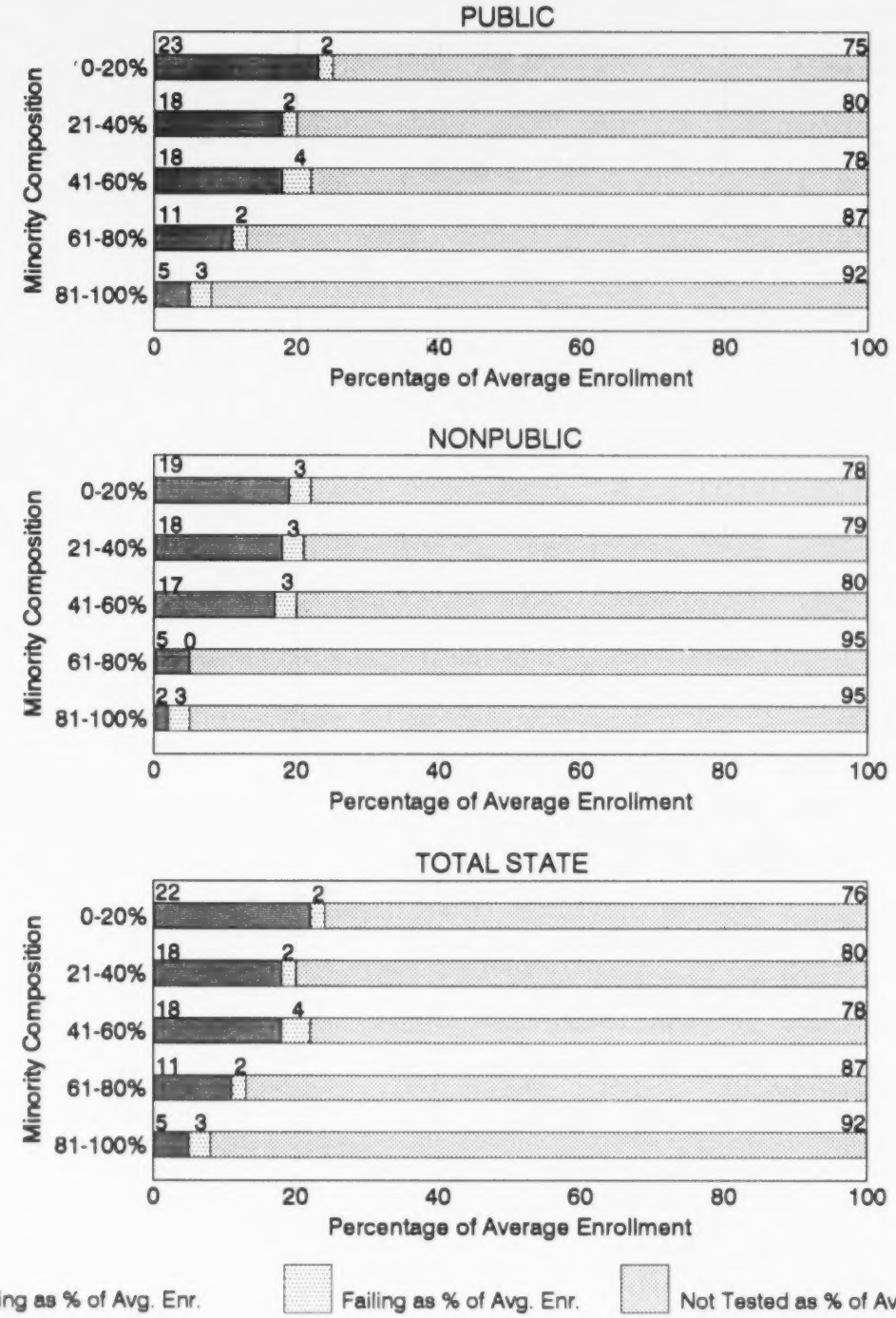


Figure 5.8G
Participation Rate and Performance by Minority Composition
Regents Examination in Global Studies

New York State
June 1991

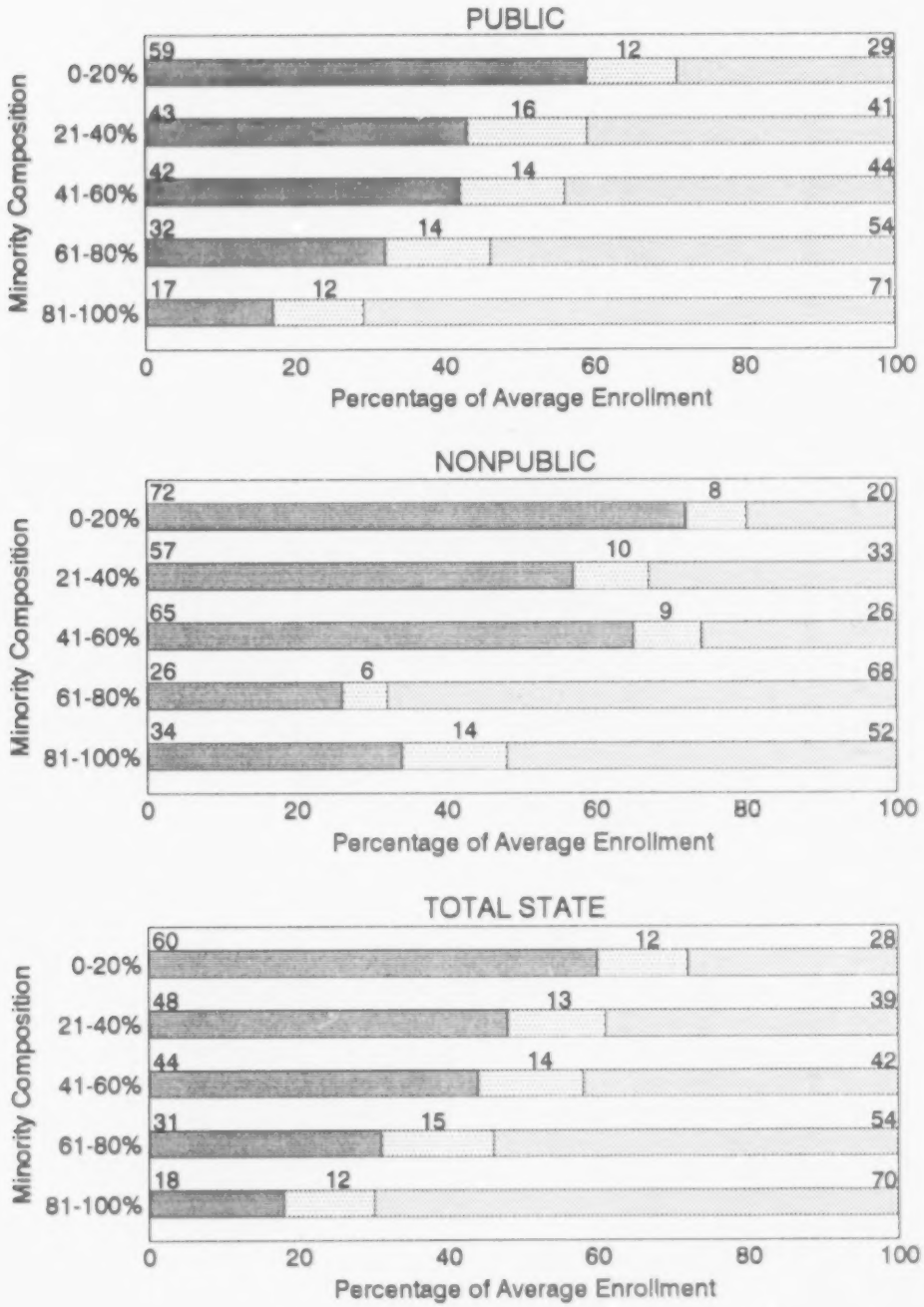


Figure 5.8H
Participation Rate and Performance by Minority Composition
Regents Examination in U.S. History and Government
New York State
June 1991

Figure 5.9A
Range of the Percent of Average Enrollment Passing
By Minority Composition of School
Regents Comprehensive Examination in English
New York State
June 1991

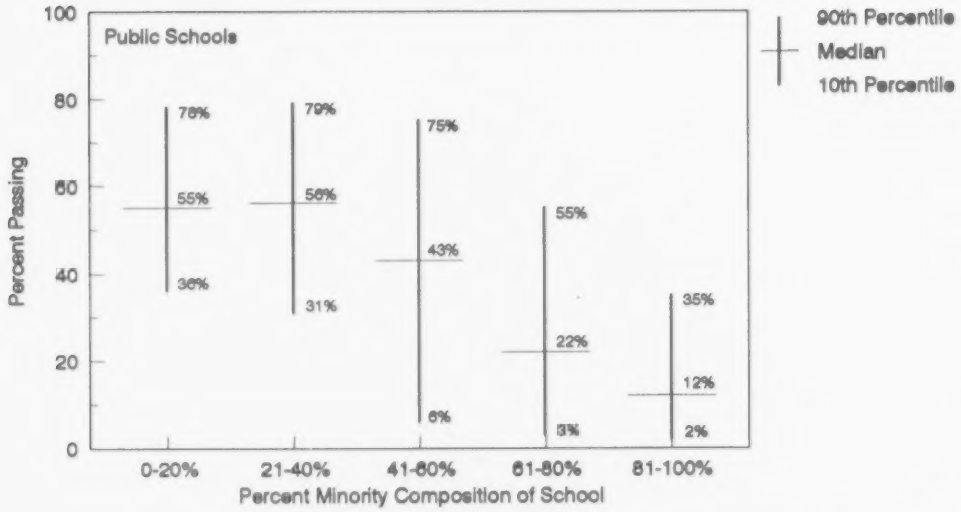
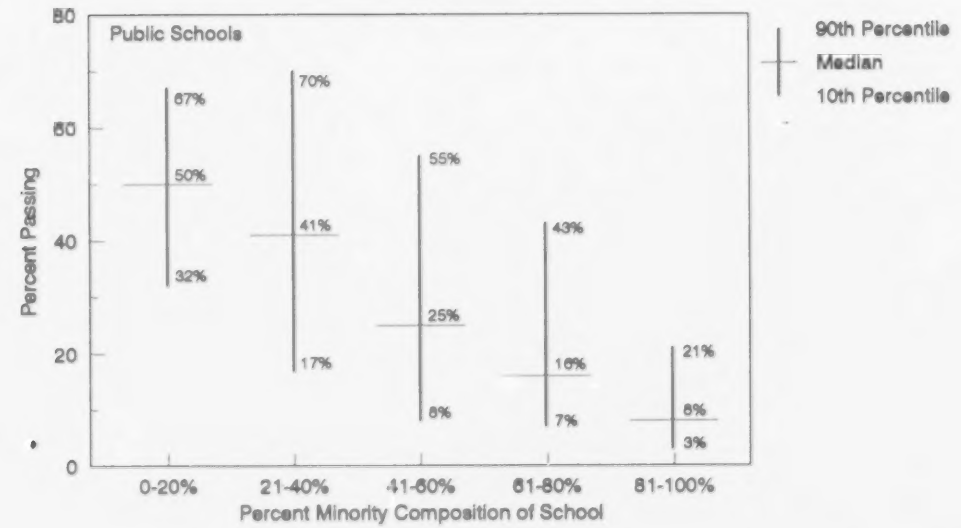


Figure 5.9B
Range of the Percent of Average Enrollment Passing
By Minority Composition of School
Regents Examination in Biology
New York State
June 1991



POVERTY STATUS AND PERFORMANCE

While the Chapter 655 legislation requires that information be presented, when practical, by racial/ethnic group and gender, much research documents that differences among racial/ethnic groups can be largely accounted for by other variables, such as parental income, occupation, and education. In this section, we will examine the effect of poverty status on performance on the grade 3 PEP test in reading (Table 5.14A) and the Regents comprehensive examination in English (Table 5.14B). The circumstances associated with poverty — malnutrition, poor health care, exposure to environmental toxins, inadequate day care, homelessness — can all have a deleterious effect on a child's motivation and ability to learn.

Table 5.14A shows that, in public schools statewide, as the percentage of children in poverty in a school increases, the percentage of children scoring above the SRP decreases. In schools where fewer than 20 percent of children came from families on public assistance, 90 percent of students met the reading criterion established for third grade. In contrast, in those schools where 81 percent or more children came from such families, only 53 percent of children met this criterion. The contrast between low- and high-poverty schools is greatest in New York City (34 percentage points) and smallest in the Rural Districts (13 points), where only 53 children were tested in the highest poverty category.

A similar pattern occurred on the Regents comprehensive English examination. In schools with 20 percent or fewer students from families on public assistance, statewide, 54 percent of the average enrollment passed. In schools where 81 percent or more students came from families on public assistance, only 9 percent of average enrollment passed. Students in low-poverty schools were six times as likely to pass as students in high-poverty schools. A contradiction to this pattern occurred in the Suburban Districts where 38 percent of the 70 students in the highest poverty category passed.

These tables suggest that high poverty had a greater effect on performance in public schools than minority composition. Students in schools with the fewest minority students were four times as likely to pass the Regents English (59 percent of average enrollment) as students in schools with the highest minority composition (15 percent of average enrollment). Students in schools with the least poverty were six times as likely to pass (54 percent of average enrollment passed) as students in schools with the greatest poverty (9 percent).

On the PEP reading test, 92 percent of students in the lowest minority composition schools scored above the SRP compared with 58 percent in the highest minority composition schools. The comparable figures in schools with low and high poverty were 90 and 53 percent.

SCHOOL STABILITY AND PERFORMANCE

Changing schools frequently disrupts the continuity of children's education and forces them to make readjustments to new teachers, peers, and school customs. Schools that serve populations where many children enroll and leave through the year have difficulty planning for and meeting the needs of a changing population. These factors suggest that schools with low student stability might demonstrate lower achievement than schools with high student stability.

School student stability was defined in Chapter I as the percentage of students in a school's highest grade who were enrolled in that school the previous year. The majority of public schools outside of New York City were shown to have stability rates of 81 percent or greater, while in New York City only one percent of schools had stability rates that high. Clearly, stability is another factor that together with minority composition and poverty status differentiates New York City public schools from schools

in most other districts. Statistical tests confirmed that, in public schools statewide, stability rate was correlated with school minority composition ($r = -.64$), poverty status ($r = -.40$), percentage of uncertified teachers ($r = -.50$), and average teacher experience ($r = .32$). In other words, schools with low stability also tended to have large percentages of minority children, children in poverty, uncertified or unlicensed teachers, and inexperienced teachers.

The mean percentage of children scoring above the SRP in public schools in each stability-rate category is shown in Table 5.15 for New York City and the rest of State. Stability rate was found to have a significant correlation with grade 3 reading PEP performance ($r = .58$). The reader is cautioned, however, against assuming that stability rate and PEP performance have a causative relation. Because stability is confounded with the New York City/Rest of State dichotomy, it is difficult to assess whether stability has an effect on performance independent of minority composition, poverty status, and teacher characteristics. To estimate its independent effect, the relationship between school stability rate and performance on the grade 3 reading PEP test (controlling for poverty status and minority composition) was analyzed statistically. Statewide, school stability rate was found to account for an additional small but significant percentage (1.4) of variance after poverty status and minority composition were controlled. When New York City and the rest of the State were analyzed separately (thus attenuating the range of stability rates[4]), no significant additional effect of stability rate was found. Stability rate can be considered one of a configuration of correlated factors that together adversely affect achievement and whose independent effect is difficult to assess accurately.

Considering the differences in student achievement among schools according to minority composition category, poverty, and student stability, major reforms of the educational system, as suggested in the New Compact, will be necessary to achieve equity of outcomes.

GENDER DIFFERENCES IN TEST PERFORMANCE

Males and females have been found to perform differently on various measures of school achievement. A study of elementary school children found that gender was a significant predictor of school competence and that females tended to be rated higher in peer relations, conduct, and academic achievement.[5] On the National Assessment of Educational Progress, girls outperform boys in reading achievement at the 9-, 14-, and 17-year-old levels. Despite higher grades in elementary and secondary school, females score lower than males on the Scholastic Aptitude Tests.[6] This section considers differences in performance between male and female students on examinations in the State testing program.

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[4]The range was attenuated because 95 percent of rest of State schools fell in the top two stability categories (81 to 90 percent and 91 to 100 percent), while 98 percent of New York City schools were in the next three categories (51 to 60 percent, 61 to 70 percent, and 71 to 80 percent). In general, attenuation of range reduces statistical correlation.

[5]Charlotte J. Patterson, Janis B. Kupersmidt, and Nancy A. Vaden. "Income Level, Gender, Ethnicity, and Household Composition as Predictors of Children's School-based Competence." *Child Development*, 1990, 61, pp. 485-494.

[6]Myra Sadker, David Sadker, and Sharon Steindam. "Gender Equity and Educational Reform." *Educational Leadership*, March 1989, pp. 44-47.

Pupil Evaluation Program

An examination of 1991 PEP scores indicates only marginal differences between the percentages of females and males scoring above the SRP on the reading and mathematics PEP tests (Table 5.16). Considering all State pupils, approximately one percentage point more females than males scored above the SRP on the grade 3 reading test. This gender difference in reading performance tended to be largest among public school students in the Big 5 cities. Statewide, males and females were approximately equally likely to score above the SRP on the mathematics test. In every category except New York City schools and nonpublic schools outside New York City, however, a slightly larger percentage of males passed than females. This advantage was minuscule, ranging from 0.4 to 1.4 percentage points.

Regents Examinations

At the secondary level, the small gender differences between male and female students seen on the PEP tests were magnified, as indicated by participation in and performance on Regents examinations. Figures 5.10A through 5.10H present performance on the June 1991 Regents examinations by gender for public and nonpublic schools and the total State. For each examination, three statistics are displayed: the percentage of average enrollment tested who passed, the percentage of average enrollment tested who failed, and the percentage of average enrollment not tested. The sum of the first two statistics represents the percentage of average enrollment participating in the Regents examination.

Statewide, a larger percentage of average female than average male enrollment passed Regents examinations. The exception to this pattern was the physics examination. The differences favoring female students on some examinations were striking: foreign language examinations (13 percentage points), the comprehensive English exam (8 percentage points) and the sequential mathematics I exam (6 points). The male advantage on the physics examination was five percentage points. The pattern of gender differences was the same in public and nonpublic schools. However, the female edge in nonpublic schools was larger.

Figure 5.10A
Participation Rate and Performance by Gender
Regents Comprehensive Examination in English
New York State
June 1991

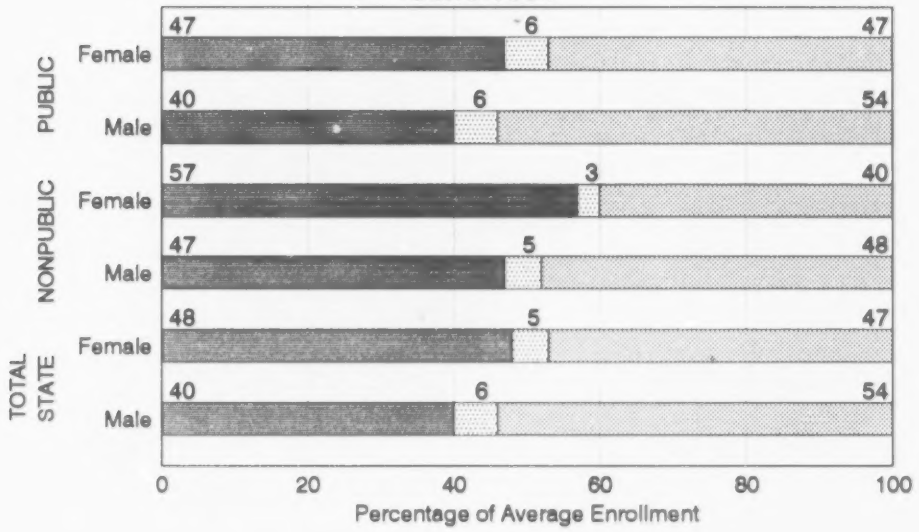
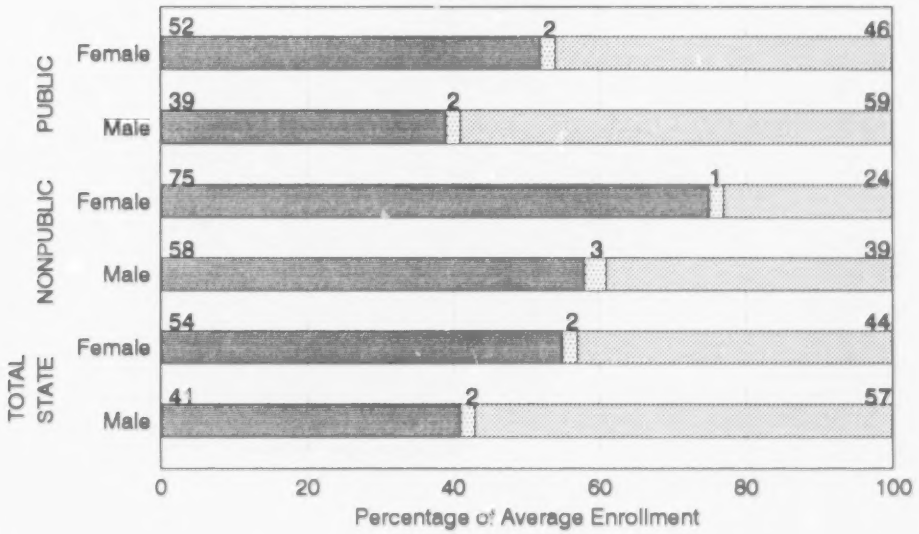


Figure 5.10B
Participation Rate and Performance by Gender
Regents Comprehensive Examinations in Foreign Languages
New York State
June 1991



Passing as % of Avg. Enr. Failing as % of Avg. Enr. Not Tested as % of Avg. Enr.

Figure 5.10C
Participation Rate and Performance by Gender
Regents Examination in Sequential Mathematics I
New York State
June 1991

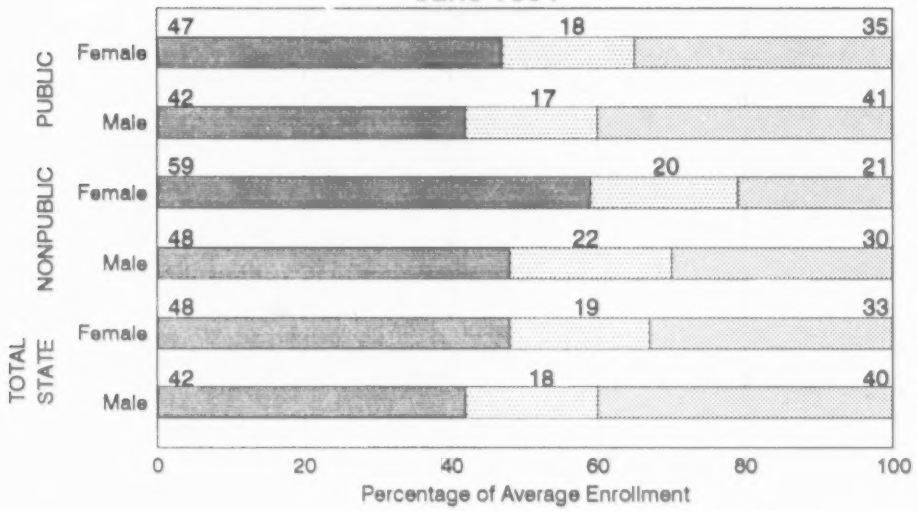
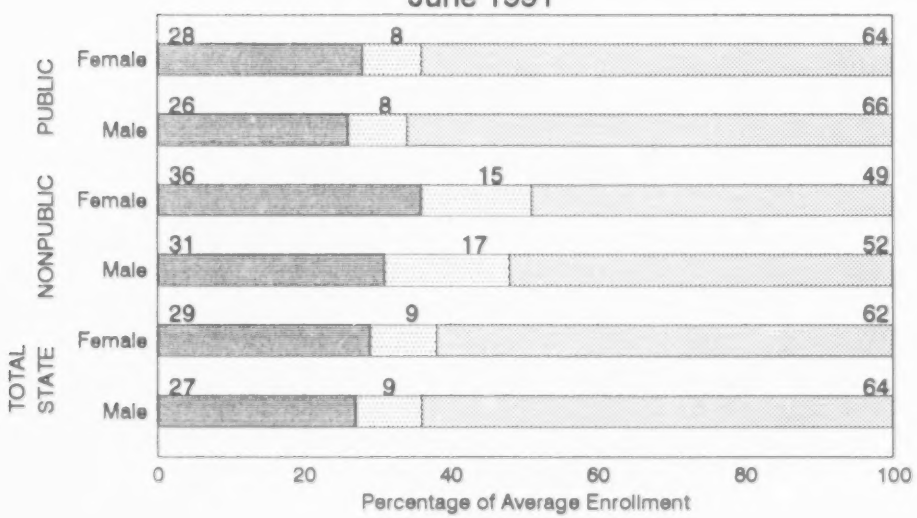


Figure 5.10D
Participation Rate and Performance by Gender
Regents Examination in Sequential Mathematics III
New York State
June 1991



Passing as % of Avg. Enr. Failing as % of Avg. Enr. Not Tested as % of Avg. Enr.

Figure 5.10E
Participation Rate and Performance by Gender
Regents Examination in Biology

New York State
June 1991

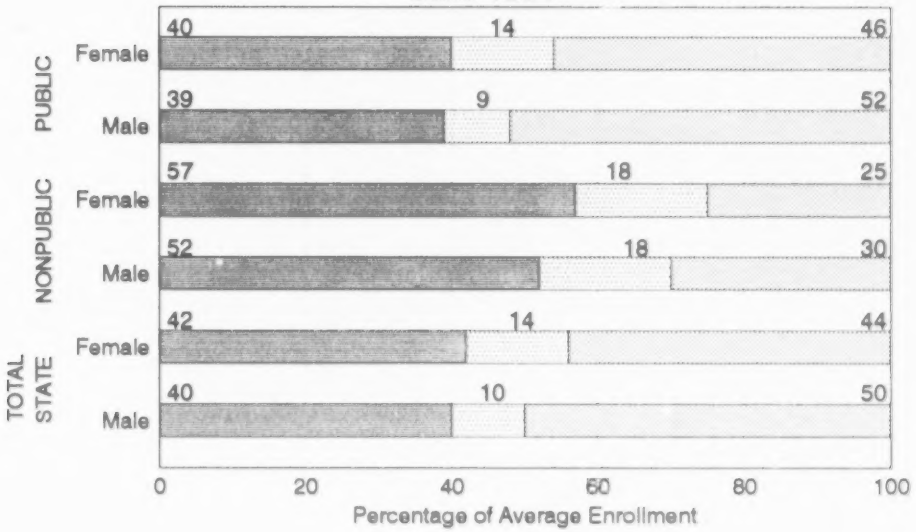
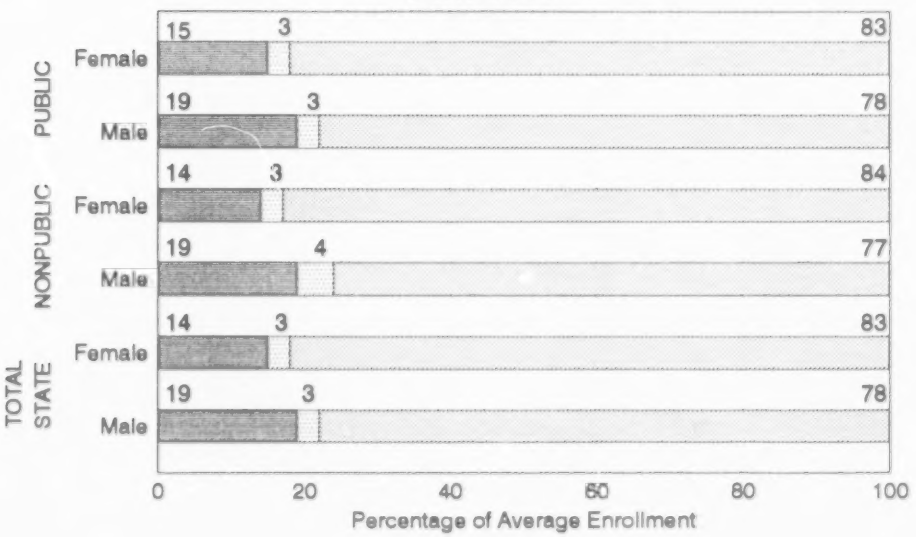


Figure 5.10F
Participation Rate and Performance by Gender
Regents Examination in Physics

New York State
June 1991



Passing as % of Avg. Enr. Failing as % of Avg. Enr. Not Tested as % of Avg. Enr.

Figure 5.10G

Participation Rate and Performance by Gender
Regents Examination in Global Studies

New York State
June 1991

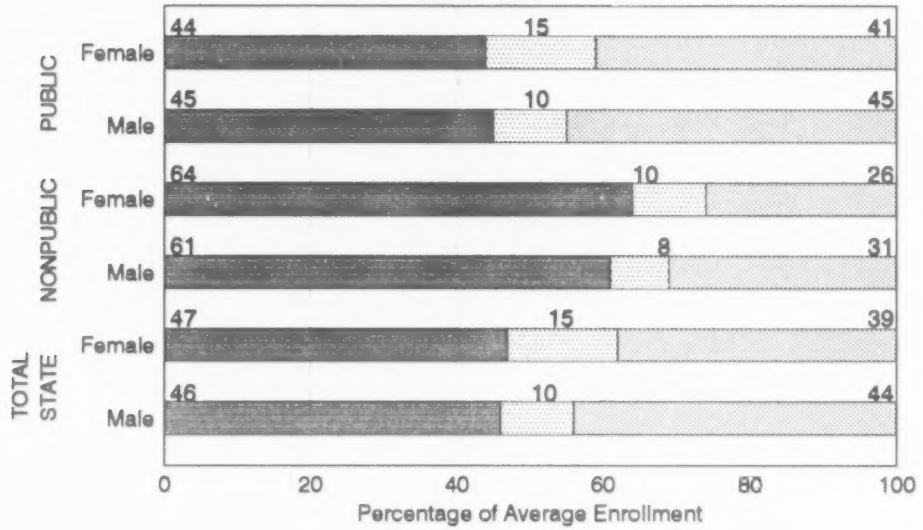
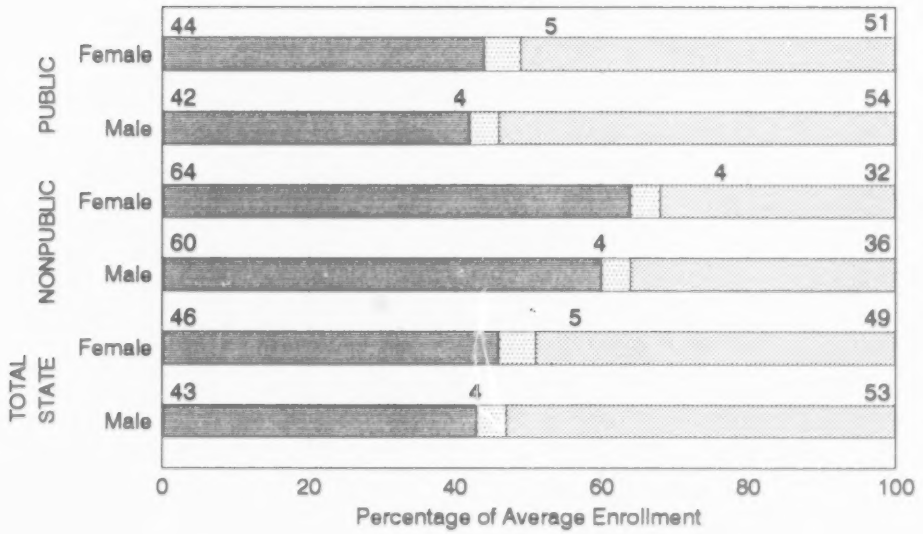


Figure 5.10H

Participation Rate and Performance by Gender
Regents Examination in U.S. History & Government

New York State
June 1991



Passing as % of Avg. Enr. Failing as % of Avg. Enr. Not Tested as % of Avg. Enr.

TABLE 5.1

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINT
PUPIL EVALUATION PROGRAM TESTS

NEW YORK STATE
MAY 1991

Sector/Location	PEP Test				
	Grade 3 Reading	Grade 6 Reading	Grade 5 Writing	Grade 3 Mathematics	Grade 6 Mathematics
PUBLIC					
New York City	64.4%	73.6%	82.3%	82.8%	78.9%
Large City District	77.9	80.1	91.8	91.8	89.1
Other City District	86.8	89.7	93.8	96.7	94.2
Suburban Districts	91.8	92.9	96.6	98.3	96.6
Rural Districts	89.4	91.4	95.6	97.6	95.5
Total Public	80.8	85.4	91.2	92.2	89.9
NONPUBLIC					
New York City	80.7	82.0	86.1	89.7	84.5
Other Nonpublic	90.1	90.8	93.6	95.9	95.2
Total Nonpublic	84.9	85.7	89.4	92.5	91.9
TOTAL STATE	81.5	85.4	90.9	92.3	90.2

TABLE 5.2

NUMBER TESTED AND PERCENT OF STUDENTS SCORING
ABOVE THE STATE REFERENCE POINTS
ALTERNATIVE-LANGUAGE EDITIONS OF THE GRADES 3 AND 6
PUPIL EVALUATION PROGRAM TESTS IN MATHEMATICS

NEW YORK STATE
MAY 1991

Test and Sector/Location	Number Tested	% Scoring Above State Reference Points
GRADE 3 MATHEMATICS		
PUBLIC		
New York City	3,098	52.2%
Rest of State	290	57.6
Total Public	3,388	52.6
NONPUBLIC		
New York City	16	0
Other Nonpublic	1	100.0
Total Nonpublic	17	5.9
TOTAL STATE	3,405	52.4
GRADE 6 MATHEMATICS		
PUBLIC	2,648	39.6
New York City	280	40.7
Rest of State	2,928	39.7
Total Public		
NONPUBLIC		
New York City	12	0
Other Nonpublic	----	----
Total Nonpublic	12	0
TOTAL STATE	2,940	39.5

Note: The data are for those pupils who took the Chinese-, French-, Haitian Creole- or Spanish-Language editions of the grades 3 and 6 mathematics tests in May 1991.

TABLE 5.3

MEAN SCORES FOR THE
PROGRAM EVALUATION TESTS IN
SCIENCE AND SOCIAL STUDIES

NEW YORK STATE
MAY 1991

Sector/Location	Grade 6 Social Studies	Grade 8 Social Studies	Grade 4 Science		
			Mean Score		
	Mean Score	Mean Score	Objective Content	Objective Skills	Manipulative Skills
PUBLIC					
New York City	35.9	35.9	17.3	9.6	15.6
Large City Districts	38.2	38.4	18.2	10.0	16.3
Other City Districts	41.8	44.4	20.6	11.5	17.8
Suburban Districts	44.0	47.4	21.6	12.3	18.5
Rural Districts	42.7	45.7	21.5	12.0	18.2
Total Public	40.8	43.0	19.8	11.1	17.3
NONPUBLIC					
New York City	40.0	44.0	18.9	10.5	16.3
Other Nonpublic	43.5	47.8	21.5	12.1	17.9
Total Nonpublic	41.5	45.6	20.1	11.2	17.0
TOTAL STATE	40.9	43.4	19.8	11.1	17.2

TABLE 5.4

NUMBER OF PAPERS WRITTEN AND PERCENT PASSING JANUARY OR JUNE ADMINISTRATIONS OF THE REGENTS COMPETENCY TESTS

NEW YORK STATE
1991

Sector/Location	Reading*		Writing*		Mathematics**		Science**		Global Studies**		U.S. History and Government**	
	# Written	% Passing	# Written	% Passing	# Written	% Passing	# Written	% Passing	# Written	% Passing	# Written	% Passing
PUBLIC												
New York City	33,949	83.4%	35,503	72.6%	58,332	52.1%	48,084	55.5%	27,320	48.0%	15,372	61.9%
Large City Districts	4,149	87.8	4,227	84.9	4,422	64.8	4,174	63.5	3,657	56.2	2,791	68.7
Other City Districts	5,884	93.2	6,186	86.4	8,102	74.2	7,566	78.6	6,048	69.4	5,173	78.1
Suburban Districts	23,734	95.0	25,528	88.7	30,177	81.3	28,388	86.0	24,861	77.2	22,642	84.2
Rural Districts	5,038	98.5	5,063	93.5	4,455	87.6	3,950	91.1	4,240	80.8	3,677	86.9
Total Public	72,754	89.3	76,507	81.2	105,488	64.2	92,162	68.7	66,126	63.5	49,655	76.0
NONPUBLIC												
New York City	4,349	92.9%	4,584	91.0%	5,322	71.4%	8,207	83.2%	5,129	73.4%	3,637	78.5%
Other Nonpublic	2,372	90.8	2,380	89.7	3,216	74.3	3,229	84.4	2,413	73.4	1,749	82.7
Total Nonpublic	6,721	92.1	6,964	90.6	8,538	72.5	11,436	83.5	7,542	73.4	5,386	79.8
TOTAL STATE	79,475	89.5%	83,471	81.9%	114,026	64.8%	103,598	70.3%	73,668	64.6%	55,041	76.4%

* January Administration
** June Administration

TABLE 5.5

NUMBER TESTED AND PERCENT OF STUDENTS PASSING
THE NATIVE-LANGUAGE-WRITING TEST

NEW YORK STATE
JUNE 1991

Sector/Location	Number Tested	Percent Passing
PUBLIC		
New York City	985	74%
Rest of State	261	76
Total	1,246	74
NONPUBLIC		
New York City	22	100%
Other Nonpublic	1	100
Total	23	100
TOTAL STATE	1,269	75%

Note: The data are for those pupils who took one of the 29 editions of the Native-Language-Writing Test.

TABLE 5.6

NUMBER TESTED AND THE PERCENT OF STUDENTS PASSING
THE ALTERNATIVE-LANGUAGE EDITIONS OF THE REGENTS COMPETENCY TESTS IN
MATHEMATICS, SCIENCE, GLOBAL STUDIES, AND U.S. HISTORY AND GOVERNMENT

NEW YORK STATE
JUNE 1991

Category of School	Mathematics		Science		Global Studies		U.S. History and Government	
	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing
PUBLIC								
New York City	3,839	46%	1,352	31%	1,919	39%	1,329	64%
Rest of State	756	38	216	34	223	44	229	74
Total	4,595	44	1,568	32	2,142	40	1,558	65
NONPUBLIC								
New York City	15	67%	5	60%	3	33%	11	64%
Rest of State	4	50	1	100	1	100	2	100
Total	19	63	6	67	4	50	13	69
TOTAL STATE	4,614	44%	1,574	32%	2,146	40%	1,571	65%

Note: The data provided are for those students who took one of the 29 alternative-language editions of the Regents Competency Test in mathematics and/or one of the six alternative-language editions of the Regents Competency Test in science, the Regents Competency Test in global studies, or the Regents Competency Test in U.S. history and government.

TABLE 5.7

TOTAL NUMBER OF SECONDARY SCHOOLS* AND PERCENT THAT OFFER REGENTS EXAMINATIONS

NEW YORK STATE
1988-89 TO 1990-91

Sector/Location	1988-1989		1989-1990		1990-1991	
	Number of Schools	% Offering Regents Exams	Number of Schools	% Offering Regents Exams	Number of Schools	% Offering Regents Exams
PUBLIC						
New York City	134	84%	134	86%	137	85%
Large City Districts	39	82	37	89	37	84
Other City Districts	66	94	67	93	66	94
Suburban Districts	402	100	402	100	403	100
Rural Districts	220	100	219	100	218	100
Total Public	861	96	859	97	861	96
NONPUBLIC						
New York City	220	51%	224	54%	232	49%
Other Nonpublic	334	36	324	37	318	37
Total Nonpublic	554	42	548	44	550	42
TOTAL STATE	1,422	75%	1,407	76%	1,411	75%

* Secondary school is any school with a 9th or higher grade.

Table 5.8

TRENDS IN PERCENT OF AVERAGE ENROLLMENT
PASSING JUNE REGENTS EXAMINATIONS

NEW YORK STATE
1987 to 1991

Comprehensive English

Sector/Location	Year				
	1987	1988	1989	1990	1991
Total Public	48.2%	46.5%	44.5%	43.3%	43.1%
New York City	24.0	23.9	22.0	21.2	19.3
Rest of State	58.9	57.2	55.5	54.0	55.6
Total Nonpublic	59.4	58.4	52.5	55.3	52.3
TOTAL STATE	49.5	47.8	45.4	44.7	44.1

Any Foreign Language (French, German, Hebrew, Italian, Latin, Spanish)

Sector/Location	Year				
	1987	1988	1989	1990	1991
Total Public	34.9%	41.6%	42.9%	42.2%	45.3%
New York City	27.0	30.1	31.0	28.6	29.4
Rest of State	38.3	46.8	48.6	48.9	53.6
Total Nonpublic	50.5	63.0	58.6	60.6	67.1
TOTAL STATE	36.8	43.9	44.3	44.1	47.7

Sequential Mathematics I

Sector/Location	Year				
	1987*	1988	1989	1990	1991
Total Public	48.5%	42.4%	45.8%	44.0%	44.1%
New York City	34.2	26.3	28.2	25.6	22.0
Rest of State	54.8	50.1	54.3	53.0	55.7
Total Nonpublic	57.2	52.8	54.0	52.9	54.0
TOTAL STATE	49.4	43.6	46.7	45.0	45.2

* or Math 9

Table 5.8 (continued)

Sequential Mathematics II

Sector/Location	Year				
	1987*	1988*	1989	1990	1991
Total Public	38.9%	40.7%	39.1%	36.8%	35.9%
New York City	22.6	24.7	22.0	19.8	17.7
Rest of State	46.1	48.3	47.4	45.1	45.5
Total Nonpublic	49.4	50.9	49.4	46.5	45.4
TOTAL STATE	40.1	41.9	40.3	37.9	37.0

* or Math 10

Sequential Mathematics III

Sector/Location	Year				
	1987*	1988*	1989*	1990	1991
Total Public	28.8%	27.0%	29.5%	29.9%	26.9%
New York City	14.4	16.0	15.8	16.2	13.6
Rest of State	35.2	36.1	36.2	36.5	33.9
Total Nonpublic	36.3	38.3	37.7	39.0	34.0
TOTAL STATE	29.6	30.7	30.5	30.9	27.7

* or Math 11

Biology

Sector/Location	Year				
	1987	1988	1989	1990	1991
Total Public	40.6%	38.0%	41.2%	40.5%	39.3%
New York City	22.0	19.4	22.1	20.5	18.3
Rest of State	48.8	46.8	50.5	50.2	50.4
Total Nonpublic	54.9	50.3	51.8	54.9	54.7
TOTAL STATE	42.3	39.5	42.4	42.1	41.0

Table 5.8 (continued)

Chemistry

Sector/Location	Year				
	1987	1988	1989*	1990	1991
Total Public	29.1%	29.3%	----	29.6%	27.8%
New York City	14.9	15.6	----	14.7	14.0
Rest of State	35.4	35.8	----	36.9	34.9
Total Nonpublic	39.2	39.6	----	39.9	37.4
TOTAL STATE	30.3	30.5	----	30.8	28.8

* Exam canceled

Earth Science

Sector/Location	Year				
	1987	1988	1989	1990	1991
Total Public	28.3%	31.2%	33.8%	35.7%	31.4%
New York City	6.6	8.2	8.4	9.4	7.4
Rest of State	37.8	42.1	46.2	48.3	44.0
Total Nonpublic	17.7	23.1	24.4	26.0	24.0
TOTAL STATE	27.0	30.3	32.7	34.6	30.5

Physics

Sector/Location	Year				
	1987	1988*	1989	1990	1991
Total Public	15.2%	17.6%	17.4%	17.9%	17.0%
New York City	8.2	9.8	10.5	10.9	9.7
Rest of State	18.3	21.2	20.8	21.1	20.8
Total Nonpublic	14.2	16.5	17.8	18.3	16.1
TOTAL STATE	15.1	17.5	17.5	17.9	16.9

* also experimental edition

Table 5.8 (continued)

Global Studies

Sector/Location	Year				
	1987	1988	1989*	1990	1991
Total Public	----	----	41.7%	43.7%	44.5%
New York City	----	----	23.6	25.8	25.7
Rest of State	----	----	50.5	52.3	54.3
Total Nonpublic	----	----	55.4	60.1	62.3
TOTAL STATE	----	----	43.2	45.6	46.5

* First Administration

US History & Government

Sector/Location	Year				
	1987**	1988*	1989	1990	1991
Total Public	42.7%	41.4%	40.6%	39.9%	42.7%
New York City	16.4	21.5	17.4	16.0	16.9
Rest of State	54.3	50.8	51.9	51.5	56.0
Total Nonpublic	59.6	58.0	55.6	56.9	61.8
TOTAL STATE	44.6	43.3	42.3	41.9	44.8

* First Administration
** Comp Examination in Social Studies

TABLE 5.9

NUMBER TESTED AND PERCENT OF STUDENTS PASSING
THE REGENTS EXAMINATION IN SEQUENTIAL MATHEMATICS, COURSE I
SPANISH-LANGUAGE EDITION

NEW YORK STATE
JUNE 1991

Sector/Location	Number Tested	Percent Passing
PUBLIC		
New York City	419	38%
Rest of State	55	44
Total	474	39
NONPUBLIC		
New York City	1	0%
Other Nonpublic	0	0
Total	1	0
TOTAL STATE	475	39%

TABLE 5.10

NUMBER TESTED AND PERCENT PASSING
THE INTRODUCTION TO OCCUPATIONS EXAMINATION

NEW YORK STATE
1990-91*

Sector/Location	Number Tested	% Passing
PUBLIC		
New York City	9,420	75.8%
Large City Districts	2,272	80.4
Other City Districts	2,946	85.4
Suburban Districts	12,330	91.7
Rural Districts	2,175	91.6
Total Public	29,143	85.0
NONPUBLIC		
New York City	591	93.2
Other Nonpublic	747	91.0
Total Nonpublic	1,338	92.0
TOTAL STATE	30,481	85.3

* January 1991 & June 1991 administrations combined

TABLE 5.11

NUMBER OF STUDENTS WITH DISABILITIES TESTED AND
THE PERCENT PASSING THE PUPIL EVALUATION PROGRAM TESTS

NEW YORK STATE
1986-87 TO 1990-91

Pupil Evaluation Program Test	1986-87		1987-88		1988-89		1989-90		1990-91	
	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing
Grade 3 Reading	15,218	30.7%	15,806	32.4%	16,674	33.2%	17,728	28.8%	18,754	30.3%
Grade 3 Mathematics	15,010	48.0	15,674	51.6	16,390	57.0	17,490	59.7	18,691	56.1
Grade 5 Writing	15,836	45.5	16,831	49.9	17,242	59.3	18,130	49.7	19,461	53.4
Grade 6 Reading	18,100	23.8	18,567	25.7	19,300	29.0	20,258	30.4	21,401	31.8
Grade 6 Mathematics	17,732	30.1	18,212	31.9	18,818	37.5	19,669	46.9	20,847	47.2

TABLE 5.12

NUMBER OF STUDENTS WITH DISABILITIES TESTED AND
THE PERCENT PASSING MAJOR ADMINISTRATIONS OF THE REGENCY COMPETENCY TESTS

NEW YORK STATE
1987 TO 1991

Regents Competency Test	1987		1988		1989		1990		1991	
	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing	Number Written	Percent Passing
RCT Mathematics	17,194	41.4%	15,584	45.9%	15,367	40.0%	12,525	42.5%	17,692	40.0%
RCT Science	*	*	8,218	50.6	11,811	41.0	15,333	52.1	15,328	46.7
RCT Reading	9,104	58.3	9,861	58.9	9,653	60.1	9,704	62.7	9,302	63.5
RCT Writing	5,820	67.9	**	**	6,503	75.2	7,168	65.6	7,337	69.7
RCT Global Studies	****	****	****	****	****	****	6,590	54.4	10,121	46.1
RCT U.S. History and Government	***	***	***	***	5,304	64.7	7,028	65.5	6,880	62.9

* First administered in 1988 ** Data are not available *** First administered in 1989 **** First administered in 1990

TABLE 5.13A

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINT
BY MINORITY COMPOSITION OF SCHOOL
GRADE 3 PUPIL EVALUATION PROGRAM TEST IN READING

NEW YORK STATE
MAY 1991

Sector/Location	Minority Composition of School				
	0-20%	21-40%	41-60%	61-80%	81-100%
PUBLIC					
New York City	89%	85%	82%	71%	57%
Large City Districts	88	85	83	73	71
Other City Districts	90	84	81	72	78
Suburban Districts	93	92	87	81	79
Rural Districts	89	89	--	--	98
Total Public	92	87	83	74	58
NONPUBLIC					
New York City	86%	86%	84%	79%	72%
Other Nonpublic	92	87	81	81	73
Total Nonpublic	89	87	83	80	72
TOTAL STATE	91%	87%	83%	74%	60%

Minority Composition: Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian, and Alaskan Native students in grades K-12 divided by total grade K-12 enrollment.

TABLE 5.13B

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINT
BY MINORITY COMPOSITION OF SCHOOL
GRADE 3 PUPIL EVALUATION PROGRAM TEST IN MATHEMATICS

NEW YORK STATE
MAY 1991

Sector/Location	Minority Composition of School				
	0-20%	21-40%	41-60%	61-80%	81-100%
PUBLIC					
New York City	97%	95%	93%	87%	79%
Large City Districts	92	95	95	89	89
Other City Districts	98	97	94	91	94
Suburban Districts	99	93	96	97	93
Rural Districts	98	96	--	--	100
Total Public	98	96	94	90	80
NONPUBLIC					
New York City	93%	92%	91%	90%	84%
Other Nonpublic	97	95	93	91	82
Total Nonpublic	96	94	91	90	84
TOTAL STATE	98%	96%	94%	90%	80%

Minority Composition: Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian, and Alaskan Native students in grades K-12 divided by total grade K-12 enrollment.

TABLE 5.14A

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINT
BY SCHOOL POVERTY STATUS
GRADE 3 PUPIL EVALUATION PROGRAM TEST IN READING

NEW YORK STATE
MAY 1991

Sector/Location	School Poverty Status				
	0-20%	21-40%	41-60%	61-80%	81-100%
PUBLIC					
New York City	82%	65%	56%	51%	48%
Large City Districts	71	86	80	75	60
Other City Districts	91	87	81	78	74
Suburban Districts	92	89	82	87	79
Rural Districts	90	89	86	91	87
Total Public	90	79	64	60	53

TABLE 5.14B

PERCENT OF AVERAGE ENROLLMENT PASSING
BY SCHOOL POVERTY STATUS
REGENTS COMPREHENSIVE EXAMINATION IN ENGLISH

NEW YORK STATE
JUNE 1991

Sector/Location	School Poverty Status				
	0-20%	21-40%	41-60%	61-80%	81-100%
PUBLIC					
New York City	31%	21%	11%	12%	8%
Large City Districts	52	29	38	23	*
Other City Districts	52	46	30	*	*
Suburban Districts	61	40	14	14	38
Rural Districts	53	47	50	*	*
Total Public	54	31	16	13	9

* No high schools with this povery status category.

TABLE 5.15

PERCENT OF STUDENTS SCORING ABOVE THE STATE REFERENCE POINT
BY SCHOOL STUDENT STABILITY RATE
GRADE 3 PUPIL EVALUATION PROGRAM TEST IN READING

NEW YORK STATE
MAY 1990

Location	School Stability Rate					
	41-50%	51-60%	61-70%	71-80%	81-90%	91-100%
NEW YORK CITY						
Mean	71%	62%	66%	74%	83%	58%
Number of Schools	3	75	388	140	5	1
REST OF STATE						
Mean	80%	84%	84%	82%	85%	90%
Number of Schools	4	2	13	55	210	1,367
TOTAL PUBLIC						
Mean	76%	63%	66%	76%	85%	90%
Number of Schools	7	77	401	195	215	1,368

Note: Schools with stability rates lower than 41 percent were not included because there were too few to provide reliable data. Mean percentages are computed from school rather than student percentages.

TABLE 5.16

PERCENT OF STUDENTS SCORING ABOVE THE STATE
REFERENCE POINTS BY GENDER
GRADE 3 PUPIL EVALUATION PROGRAM TESTS

NEW YORK STATE
1991

Sector/Location and Gender	Grade 3 Reading	Grade 3 Mathematics
PUBLIC		
New York City		
Male	63.1%	82.5%
Female	65.7	83.2
Large City Districts		
Male	77.5	92.3
Female	78.4	91.4
Other City Districts		
Male	86.9	97.1
Female	86.7	96.2
Suburban		
Male	91.6	98.4
Female	91.6	98.0
Rural		
Male	89.0	98.1
Female	89.3	97.1
Total Public		
Male	80.4	92.4
Female	81.2	92.1
NONPUBLIC		
New York City		
Male	80.0%	90.5%
Female	81.3	89.1
Other Nonpublic		
Male	89.6	95.8
Female	90.5	95.9
Total Nonpublic		
Male	84.4	92.9
Female	85.4	92.1
TOTAL STATE		
Male	81.0%	92.5%
Female	81.9	92.1

CHAPTER V: PERFORMANCE—*OTHER MEASURES*

Performance measures other than State tests can be used to assess student achievement in New York State. These measures include Regents and local diplomas awarded, national scholarships, and results of national assessment programs. This section examines performance on these assessments according to school category, race/ethnicity, and gender.

NATIONAL STUDIES OF EIGHTH-GRADERS

Two studies sponsored by the National Center for Education Statistics provide additional information about the performance of New York State students compared with national averages: the *National Education Longitudinal Study of 1988* (NELS:88) and the *National Assessment of Educational Progress* (NAEP).

National Education Longitudinal Study of 1988

NELS:88[7] was designed to provide trend data about critical transitions experienced by young people as they develop, attend school, and embark on careers. It also examines the contextual factors associated with dropping out, especially school-related ones. In 1988, approximately 26,000 eighth-grade students, their parents, teachers, and school principals across the nation were surveyed. The 156 New York State schools and 3,281 students included in the national sample were selected to be representative of the State as a whole so that statistics could be calculated for the State population in the same grade cohort. Moreover, the New York State sample was augmented to allow comparisons between New York City and the rest of the State and computation of statistics for Whites and minorities, males and females. The study complements and strengthen State and local efforts by providing new information about how school policies, teacher practices, and family involvement affect student educational outcomes.

This study provided information about the family situations, attitudes, school attendance, educational expectations, and reading and math achievement of eighth-grade students. In New York State, 24 percent of students (compared with 22 percent nationally) lived in single-parent households. Within New York State, New York City students (34 percent) were substantially more likely than other State students (19 percent) to live in single-parent families.

The study identified the prevalence of factors that place students at risk of school failure. Those factors included single parent, parents without high school diplomas, limited English proficient, family income less than $15,000, sibling who dropped out, and home alone for more than three hours. Nationally, one in five students had two or more of these risk factors; one in eight State students did. Some groups of New York students had larger portions of students with two or more risk factors: The rate was almost one in four among New York City public school students and among Black and Hispanic students statewide.

New York State students were somewhat less likely than national students to have reported repeating a grade, 15 versus 18 percent. Within New York State, 17 percent of New York City students,

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[7] *Characteristics of New York State's Eighth Grade Students from the National Education Longitudinal Study of 1988.* Albany, N.Y.: The University of the State of New York, 1991.

22 percent of Blacks, 19 percent of Hispanics, and 17 percent of other minority students had repeated a grade.

New York State students were more likely than national students to plan to enroll in vocational/technical/business programs in high school (22 percent to 18 percent). White students were less likely than students from other racial/ethnic groups to plan to enroll in these programs; the percentages were White, 18 percent; Black, 30 percent; Hispanic, 29 percent; and Other Minorities, 25 percent.

More New York State students than national students were judged to have advanced mathematics proficiency as indicated by successfully completing simple problem-solving tasks requiring geometry, algebra, or logical processes. Two in nine State students demonstrated this proficiency compared with fewer than two in ten nationally. Twice as many public school students in the rest of the State as in New York City demonstrated advanced proficiency, 26 percent compared with 13 percent. White students were three times as likely as Hispanic students, and four times as likely as Blacks, to have performed at this level. Other Minorities, however, were more likely than Whites to demonstrate this proficiency.

A smaller percentage of New York State students (16 percent) than national students (19 percent) failed to demonstrate basic math proficiency — the ability to successfully carry out simple arithmetical operations in whole numbers. Students in New York City public schools (24 percent), Blacks (24 percent), and Hispanics (23 percent) were most likely to fail to demonstrate basic math proficiency.

The study identified students who had advanced reading proficiency or who lacked basic reading proficiency. State students compared favorably with national students on both measures. Thirty-seven percent of State students, compared with 34 percent of national students, demonstrated advanced proficiency. Fewer New York City public school students demonstrated this proficiency (28 percent) than other State public school students, (38 percent). Among racial/ethnic groups, 41 percent of Whites, 34 percent of Other Minorities, 28 percent of Hispanics, and 24 percent of Blacks demonstrated advanced proficiency.

In New York State, 13 percent of students (compared with 14 percent nationally) failed to demonstrate basic proficiency — comprehension of simple materials including reproduction of detail and/or the author's main thought. More New York City than other public school students were below basic reading proficiency, 18 percent compared with 13 percent. There were differences among racial/ethnic groups in the percentages of students falling in this category; 18 percent of Hispanics, 15 percent of Blacks, 14 percent of Other Minorities, and 10 percent of Whites failed to demonstrate basic reading proficiency.

National Assessment of Educational Progress

NAEP[8] tracks the achievement of fourth-, eighth-, and twelfth-graders nationwide in mathematics, reading, writing, and science. In 1988, Congress passed legislation that authorized voluntary state-by-state assessments on a trial basis. In 1990, the NAEP program included such an assessment for eighth-grade mathematics.

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[8]National Center for Education Statistics. *The State of Mathematics Achievement in New York: The Trial Assessment at Grade Eight*. Washington, D.C.: U.S. Government Printing Office, 1980.

The Trial State Assessment of mathematics in February 1990 covered eighth-grade public school students in 37 states, the District of Columbia, and two territories. Within each state, the sample of schools was carefully selected to represent the eighth-grade population. A random selection of students within each selected school participated in the program. Students who were categorized as limited English proficient or who had Individualized Education Plans and were judged incapable of participating were excluded.

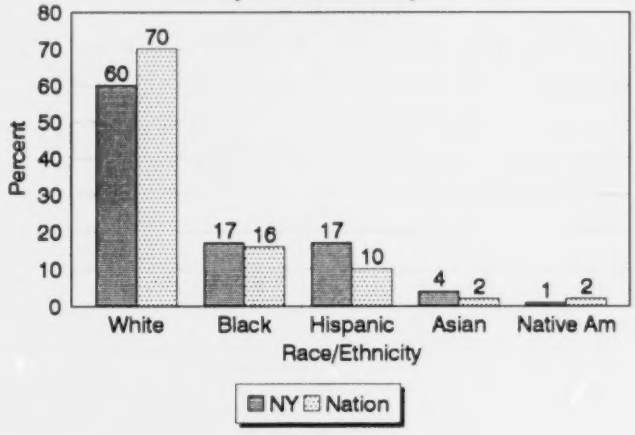
In New York State, 91 schools participated and the sample selected from those schools was judged to represent 86 percent of all eighth-grade public school students and 93 percent of all eligible eighth-graders across the State.

To describe the proficiency of fourth-, eighth-, and twelfth-grade students on the 1990 NAEP mathematics assessment, NAEP defined the skills, knowledge, and understandings that characterized four levels of mathematics performance on the 500-point NAEP scale. Brief descriptions of these levels follow:

Level 200	Simple additive reasoning and problem solving with whole numbers
Level 250	Simple multiplicative reasoning and two-step problem solving
Level 300	Reasoning and problem solving involving fractions, decimals, percents, elementary geometric properties, and simple algebraic manipulations
Level 350	Reasoning and problem solving involving geometric relationships, algebraic equations, and beginning statistics and probability

The average proficiency of New York State eighth-graders was 261—identical to the national average. In New York State, 96 percent of eighth-graders (compared with 97 percent nationally) were at the 200 level or above. Thirteen percent (compared with 12 percent nationally) were at the 300 level or above.

Figure 5.11
Percentage of NAEP Sample by Race/Ethnicity

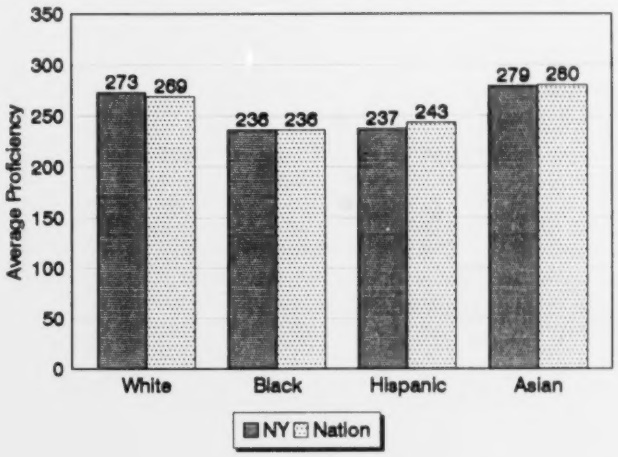


The sample was selected to be representative of the racial/ethnic composition of the State population (Figure 5.11). Differences in performance among racial/ethnic groups paralleled those found on State assessments. White and Asian students scored substantially higher than Black and Hispanic students. The average proficiencies of these students in the State and nationally are shown in Figure 5.12.

The NAEP sample was selected to be representative of four community types: advantaged urban, disadvantaged urban, extreme rural, and other. The percentages of the State sample and the National sample falling in each of these categories are shown in Figure 5.13. Compared to the nation, New York

State had fewer students in the "Other" category and more students in the urban and rural categories. Consistent with findings about the relationship between poverty and performance on State assessments, disadvantaged urban students scored significantly lower than advantaged urban, rural, or other students. The results for the State and the nation are shown in Figure 5.14.

Figure 5.12
Average Public School Eighth-Grade Mathematics Proficiency by Race/Ethnicity

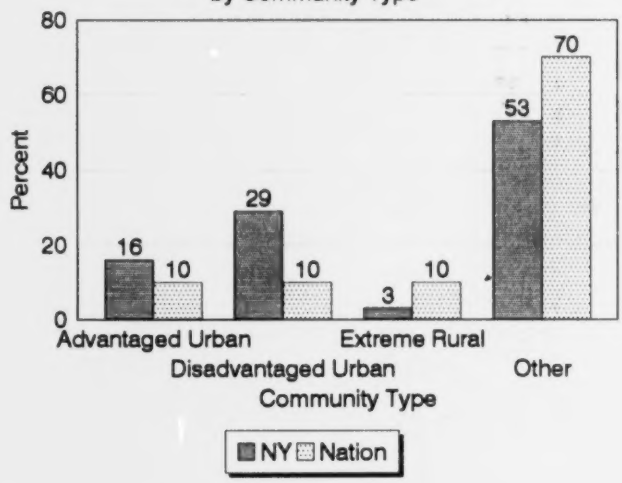


Separate statistics were computed for males and females and no apparent differences were found in average performance or in the percentage scoring above 300.

In addition to testing mathematical proficiency, the NAEP assessment asked questions about mathematics instruction, homework, and other related activities. In the State, 73 percent of students (compared with 62 percent nationally) were taking eighth-grade mathematics and 20 percent (compared with 34 percent nationally) were taking algebra or pre-algebra. Students studying algebra or pre-algebra scored significantly higher than students studying eighth-grade mathematics. These differences are shown in Figure 5.15.

According to both teachers and students, the majority of students in the State and the nation spend 15 or 30 minutes each day doing mathematics homework. Students who reported doing more homework had higher average proficiency than students who reported doing less (270 versus 255). Students who reported watching six hours of television or more daily, compared with two hours or less, did substantially worse (242 versus 273), as did students who reported missing three or more days of school, as opposed to none (252 versus 267).

Figure 5.13
Percentage of NAEP Sample by Community Type



Students whose perceptions of mathematics were more positive in that they reported liking math, being good at math, and seeing its utility scored higher than students whose perceptions of mathematics were negative or undecided (269 versus 252).

The following instructional practices reported by State teachers were associated with higher average proficiency: doing textbook problems every day compared with once a week or less (266 compared with 248); completing worksheets less than weekly compared with several times a week (265

versus 256); never using calculators to work problems in class (277 versus 247), at home (273 versus 251), or to take quizzes (279 versus 242). Despite this, those students identified by the test as more skilled in the appropriate use of calculators had higher average achievement (269) than others (252).

About 68 percent of State teachers (compared with 42 of national teachers) reported having a master's or specialist's degree. Further, 48 percent of State teachers (compared with 43 percent of national teachers) reported majoring in mathematics as an undergraduate. In contrast, more State than national teachers were not certified (13 versus 4 percent). More State than national teachers reported receiving no in-service education related to mathematics in the previous year (18 versus 11 percent) and fewer reported receiving 16 hours or more (23 versus 39 percent).

Figure 5.14
Average Public School Eighth-Grade
Mathematics Proficiency by Community Type

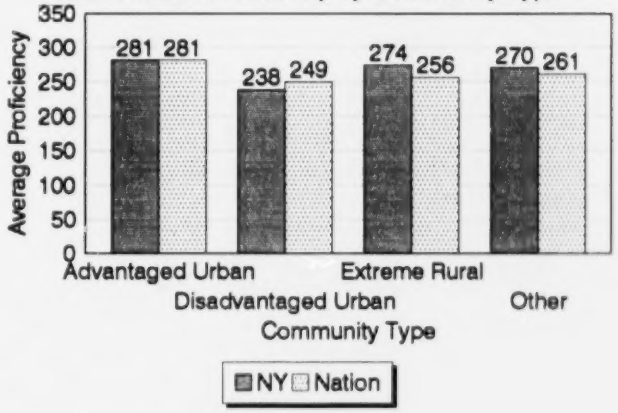
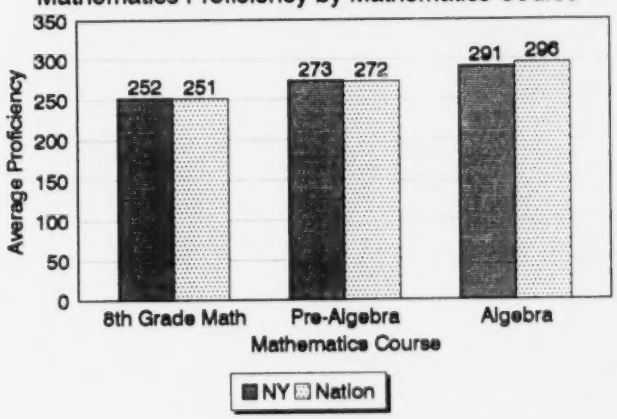


Figure 5.15
Average Public School Eighth-Grade
Mathematics Proficiency by Mathematics Course



DIPLOMAS

In New York State, a Regents-endorsed local diploma is generally regarded as an indicator of rigorous effort and excellent accomplishment. The percentage of students receiving Regents endorsements (Regents diplomas) each year is thus an indicator of attainment for the educational system. It should be noted, however, that many public and nonpublic schools offer courses of study which exceed the minimum standards established by the State Education Department for awarding Regents diplomas.

Figure 5.16 shows that the percentage of high school graduates receiving Regents diplomas has changed dramatically since 1987-88. The percentage of Regents diplomas awarded across the State declined 13 percentage points between 1987-88 and 1988-89. Only 35 percent of 1989 graduates earned Regents diplomas, compared with 48 percent of 1988 graduates. This decrease occurred in every community type; the decreases in public school categories ranged from 10 to 14 percentage points. The percentage of nonpublic school students earning Regents diplomas also decreased, from 46 percent to 31 percent. Nonpublic schools in New York City experienced the largest decrease in the percentage of Regents diplomas awarded, 18 percentage points. Nonpublic schools in the rest of the State had a 12-point decrease.

In the next two years, the percentage of public school graduates statewide earning Regents-endorsed local diplomas increased slightly, reaching 37.4 percent in 1990-91. A slight increase occurred in all public school categories except New York City where there was a one percentage point decrease; the increase was most notable in the Other City Districts where the percentage of graduates receiving Regents diplomas has increased from 37 to 41 percent since 1988-89. The percentage of nonpublic graduates earning Regents diplomas increased from 31 to 34 percent.

The decrease after 1988 may relate closely to the change in requirements for a Regents diploma initiated with the Regents Action Plan and fully implemented in 1989. Graduates of the class of 1989 who entered high school in 1985 were the first to be subject to more rigorous requirements for both the Regents and local diplomas. Beginning with this class, 18½ units are required to earn either diploma, a 2½-unit increase over the previous requirement for a local diploma. To earn a Regents endorsement, students must complete a three-unit sequence in two of the following areas (compared to one three-unit sequence required previously): occupational education, mathematics, science, art or music, or a second language.[9] With few exceptions, Regents diploma candidates are required to complete a three-unit sequence in a second language. They must also pass Regents examinations in English, a second language, mathematics, science, global studies, and U.S. history and government.

The fact that in 1989, 1990, and 1991 smaller percentages of students earned Regents diplomas does not necessarily mean that the academic preparation of these classes was inferior to that of previous classes. On the contrary, these graduates met more rigorous State standards than were required of previous classes. Many students who earned local diplomas in the last three years might have qualified for Regents diplomas in previous years.

In an effort to determine what caused the decline in the percentage of graduates awarded Regents diplomas, the Department sent questionnaires to principals of the 870 schools in which the percentage of students awarded Regents diplomas decreased from school year 1987-88 to school year 1988-89.

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[9]Students may substitute a five-unit sequence in certain subjects (for example, English or social studies) for one of the three-unit sequences.

Figure 5.16
Percent of High School Graduates Receiving Regents Diplomas 1987-88 to 1990-91

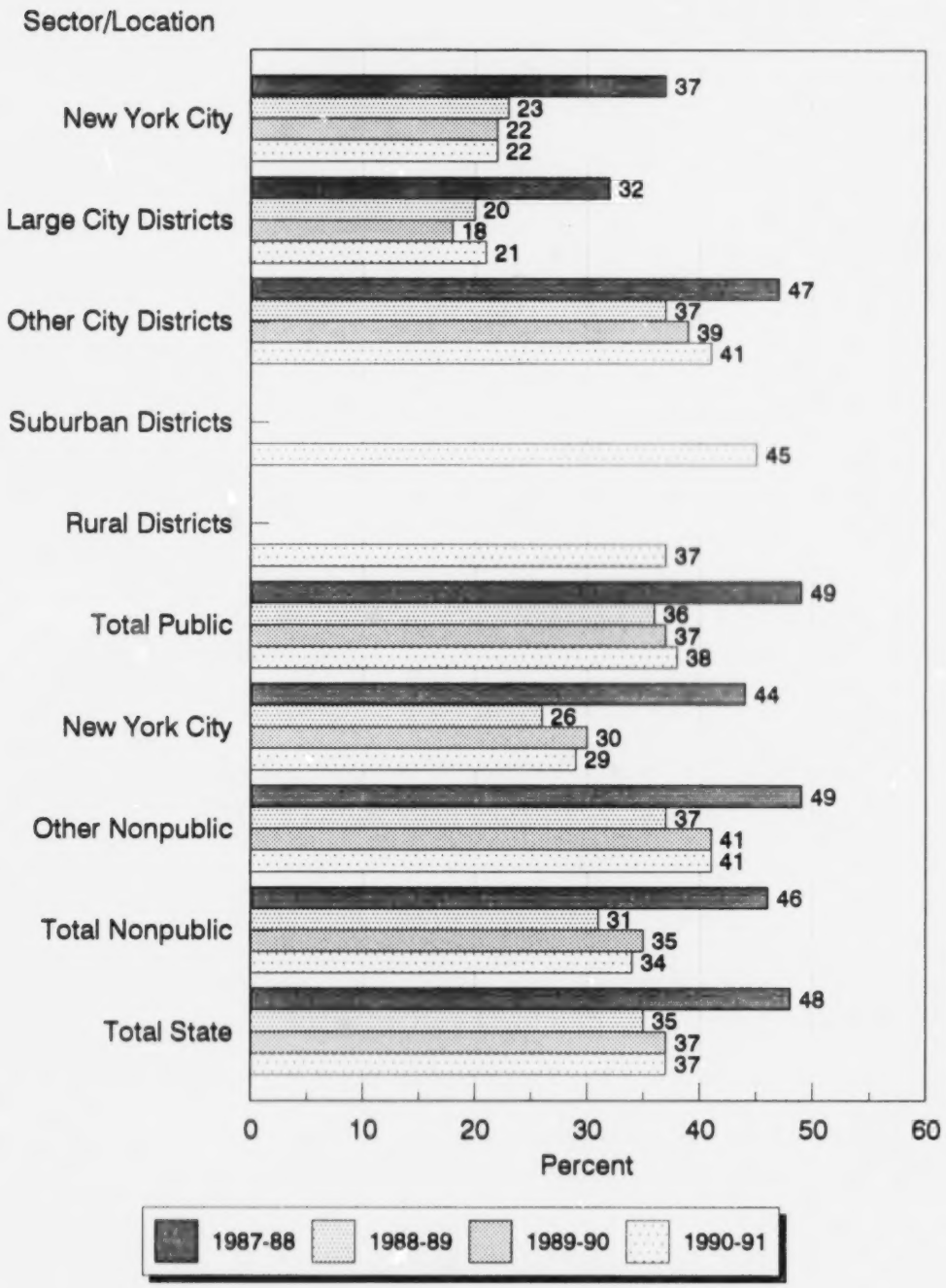

Figure 5.17
Map of Public School Districts Showing
Percent of Graduates Receiving Regents Diplomas
New York State
1990-91

Responses were received from 760 schools. They identified the following additional requirements as very important factors in explaining the decrease: the foreign language course requirement (65.8 percent), the foreign language Regents examination requirement (59.6 percent), the mathematics Regents examinations requirement for students not completing a three-unit sequence in mathematics (49.8 percent), the additional sequence requirement (48.7 percent), and the science Regents examination requirement for students not completing a three-unit sequence in science (47.1 percent).

The survey also asked principals to predict whether the percentage of Regents diplomas awarded in their schools would increase, decrease, or remain the same over the next three years. The largest percentage of principals (42.5 percent) predicted that the percentage would remain the same; 36.6 percent predicted a further decrease; and 20.9 percent believed that the percentage of students receiving Regents-endorsed diplomas would increase.

The ordering of school categories according to percentage of Regents diplomas awarded has remained unchanged over the last three years. In 1990-91, the percentages of Regents diplomas awarded were lowest in the Big 5 city public schools: 22 percent in New York City and 18 percent in the four other large cities (Figure 5.16). The Suburban Districts awarded the largest percentage (45 percent) of Regents diplomas. About 34 percent of diplomas awarded by nonpublic schools in 1991 were Regents diplomas.

Figure 5.17 is a map of New York State school districts indicating the percentage of Regents diplomas awarded in each: less than 25 percent, 25 to 49.9 percent, 50 to 74.9 percent, and 75 percent or more. Very few districts fell in the highest category; these districts tended to be in the nonurban areas of the State, while districts in the lowest category were in both urban and nonurban areas.

Table 5.17 shows the percentages of schools that awarded Regents diplomas by sector and location for the four academic years ending with 1990-91. Approximately 93 percent of public schools serving students in grade 9 or higher awarded Regents diplomas in each of the last four years.[10] The Big 5 city school districts had smaller percentages of schools awarding Regents diplomas than did other school categories. The percentage of public schools in New York City awarding Regents diplomas has decreased from 78 to 74 percent over the four-year period, while the percentage in the Large City Districts has increased from 69 percent to 73 percent. The other public school categories had smaller increases. About four out of ten nonpublic schools in New York City (and three out of ten elsewhere) awarded Regents diplomas.

There were differences among racial/ethnic groups in the proportions of students completing high school who received local diplomas, Regents-endorsed diplomas, Individualized Education Plan (IEP) diplomas, and certificates for students with disabilities in June 1991. Table 5.18 shows the percentages of Blacks, Hispanics, Other Minorities, and Whites who were awarded each kind of credential, statewide and by school category. Statewide, the percentage of both Whites and Other Minorities[11] earning Regents diplomas was almost three times as great as the percentage of Blacks and Hispanics.

Black and Hispanic students were more successful in earning Regents diplomas in some school categories than in others. Higher percentages of Black and Hispanic graduates earned Regents diplomas

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[10]Not all schools serving students in grade 9 or higher actually had graduating seniors. Therefore, the percentage of schools with graduating seniors granting Regents diplomas was, in fact, somewhat higher than 92 percent.

[11]The Other Minority category includes American Indians, Alaskan Natives, Asians, and Pacific Islanders.

in nonpublic than in public schools. Their percentages were also higher in the Suburban and Rural Districts than in the city districts. In New York City, the percentage of Whites earning Regents diplomas was about three times the percentage of Blacks or Hispanics, while in the Suburban and Rural Districts and the nonpublic schools, the percentage of Whites was approximately twice the percentage of Blacks and Hispanics.

In contrast, larger percentages of Blacks and Hispanics than Whites and Other Minorities were awarded IEP diplomas and certificates for students with disabilities. Statewide, 4.5 percent of Blacks and 4.0 percent of Hispanics earned IEP diplomas or certificates. Only 1.7 percent of Whites and 0.7 percent of Other Minorities were in those categories. This pattern of difference was seen in all school categories, although the differences in percentages were somewhat smaller in the Big 5 city public schools than in other public and nonpublic schools.

In June 1991, larger percentages of females than males received Regents and local diplomas. Statewide, 39.5 percent of female graduates received Regents diplomas, compared with 36.5 percent of males. As a consequence, statewide, a larger percentage of males (3.1 percent) than females (1.8 percent) received IEP diplomas (Table 5.19).

NATIONAL PROGRAMS

There are three national programs in which New York can be compared with other states: the Advanced Placement Program, the National Merit Scholarship Program, and the Westinghouse Science Talent Search. New York students, who accounted for 7.1 percent of 1989-90 U.S. high school graduates, were significantly overrepresented among high achievers in these programs.

The Advanced Placement Program of the College Board consists of course syllabi and examinations in 16 disciplines, through which high school students may earn college credit at postsecondary institutions throughout the country. About 343,000 pupils nationwide participated in this program in 1989-90. New York State students wrote 18.0 percent of the Advanced Placement examinations written nationally.

The National Merit Scholarship Program is the nation's largest independently financed competition for undergraduate college scholarships. Each year more than one million students take the Preliminary Scholastic Aptitude Test/National Merit Scholarship Qualifying Test to enter the scholarship competition. About 35,000 were commended for their performance, and 15,000 were named semifinalists. A criterion for selecting semifinalists is established for each state so that the number of semifinalists is proportional to the population of the state. A national criterion, however, is established for commendation; and New York State had a disproportionate share (10.4 percent) of the commended students in 1989-90.

The Westinghouse Science Talent Search endeavors to identify those high school seniors who have the greatest potential to become research scientists and engineers. Entries submitted by about 1,400 contestants are judged in this competition. Winners and those in the Honors Group, who are recognized for the quality of their entries, are frequently offered university and college scholarships. New York students comprised 42.7 percent of the 1988-89 Honors Group and 35.0 percent of the winners.

COLLEGE BOARD ACHIEVEMENT TESTS

The College Entrance Examination Board's testing program includes achievement tests which many colleges and universities use in admission decisions. The tests are rigorous measures of achievement in 14 different subject areas. Achievement tests were written by 25,600 seniors in New York State's graduating class of 1991.

New York students have always performed very well on the achievement tests, and the class of 1991 was no exception. As shown in Table 5.20, the average score earned by the State's college-bound seniors on all tests combined was 12 points higher than the national average, ranging from 31 points higher on the German achievement test to equal on the Latin examination.

SCHOLASTIC APTITUDE TEST

Each year about one million college-bound students nationwide take the Scholastic Aptitude Test (SAT), administered by the College Board's Admissions Testing Program. There are two components to the SAT: the verbal test measures vocabulary and reading comprehension skills, and the mathematics test measures the ability to solve problems involving arithmetic reasoning, algebra, and geometry.

The SAT is intended to predict students' performance in college; it measures abilities that are developed over years of study and use, both in and out of school. Since it does not measure achievement in a particular curriculum, it is not an appropriate measure of a given instructional program's quality and effectiveness.

In New York State, approximately 123,000 students, or 75 percent of the 1990-91 senior class, took the SAT during their high school years. The mean composite score for these students was 881.[12] Table 5.21 shows the trend in SAT verbal, mathematics, and composite performance between 1978 and 1991. During this period the mean verbal score decreased 18 points; 7 points of this decrease occurred between 1989 and 1990. The mean mathematics score decreased two points between 1990 and 1991. Since 1978, there has been a 21-point decrease in the composite score.

Figure 5.18 shows the percentage of SAT-takers in the class of 1991 who attended public, religiously affiliated, and independent schools, while Figure 5.19 displays the mean verbal and mathematics scores for each of these groups. Students attending independent nonpublic schools achieved the highest mean scores on both the verbal and mathematics sections of the test. Public school students achieved somewhat higher mathematics scores than students from religiously affiliated schools; the opposite was true for verbal scores.

The SAT is generally written by students who intend to apply to competitive colleges and universities. Statistics indicated that minorities were not proportionately represented among New York high school students taking the SAT: 71 percent were White, 12 percent Black, 8 percent Hispanic, and 9 percent from other minority groups. Figure 5.20 compares these figures with the percentages of minorities among high school seniors in New York State. Blacks, particularly, were underrepresented among SAT-takers in comparison to their proportion of the population.

SAT scores for the class of 1991 show significant differences among New York State students according to race/ethnicity (Table 5.22). Blacks received the lowest mean scores on both the verbal and

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[12]If students took the test more than once, their most recent score was used in this calculation.

Figure 5.18
Percent of SAT Takers by Type of High School
New York State
Senior Class of 1991

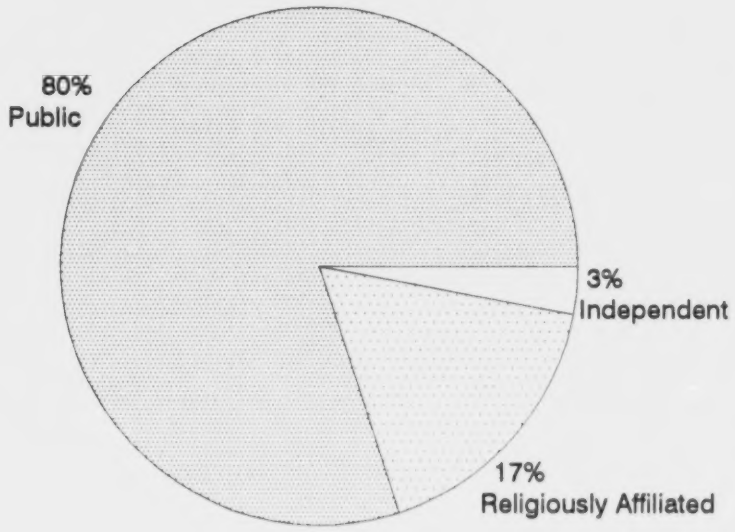


Figure 5.19
Mean Score of SAT Takers by Type of High School*
New York State
Senior Class of 1991

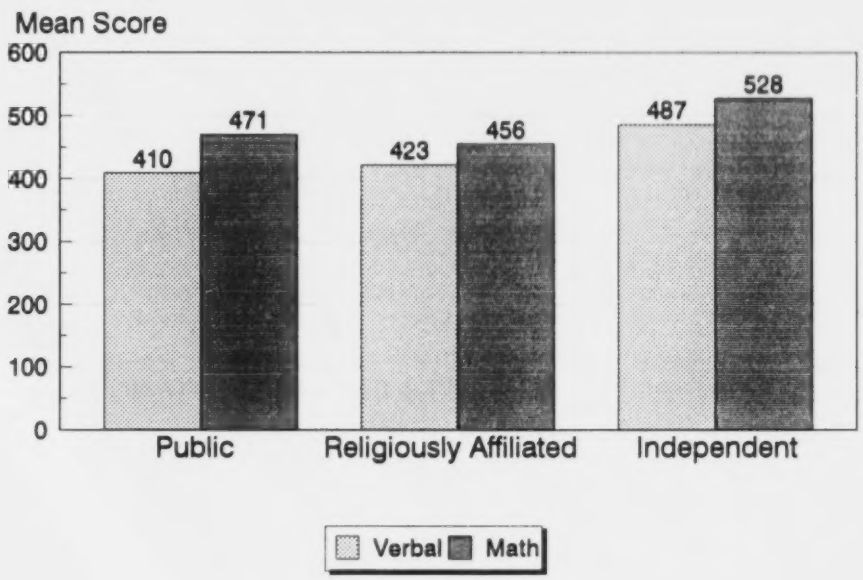
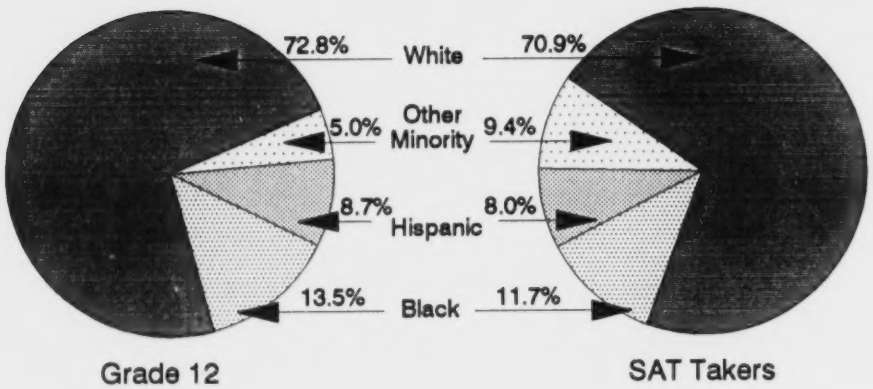


Figure 5.20
Distribution of Public and Nonpublic High School Seniors and SAT Takers by Racial/Ethnic Group

New York State
1990-91



mathematics components. Their mean composite score was 181 points lower than that for Whites, compared to a 186-point difference in 1990. The composite score for Hispanics was 160 points lower than the comparable score for Whites. Other Minorities achieved composite scores much closer to those of Whites (924 compared to 917).

A College Board[13] analysis of self-reported data from New York students taking the SAT in 1985 suggested that socioeconomic factors influence the racial/ethnic differences in SAT scores. New York State's Black and Hispanic students taking the test, who as a group received lower scores than Whites, reported significantly lower parental incomes than Whites taking the test. More than one-third (35.2 percent) of Black students and almost one-half (45.6 percent) of Hispanic students reported parental income below $12,000. In contrast, only 8.8 percent of Whites reported parental income this low.

SAT scores for the class of 1991 demonstrated significant differences between New York State male and female students (Table 5.21). Slightly more females than males took the SAT: 53 percent of those tested were female and 47 percent were male. Males scored 48 points higher on the combined tests than females. Approximately 83 percent of the difference in the composite scores (40 points) was accounted for by the difference in scores for the mathematics component. The pattern of gender differences in class of 1991 SAT scores is consistent with the patterns seen in sample prior years of 1978 and 1983. Since 1978, the mean verbal score for males and females has decreased 18 points. During this period, males' advantage over females in mathematics scores has decreased slightly.

The lower SAT performance of females may be partially accounted for by differences between the male and female populations of test-takers. Women from families of lower socioeconomic status as

[13]Admissions Testing Program. *New York: College-Bound Seniors, 1985.* Princeton, NJ: The College Board, 1986.

indicated by income and parental education are more likely than men from similar families to take the SAT. In New York State's 1990 senior class, 63 percent of test-takers reporting that their families were in the lowest income bracket (under $10,000) were female. In contrast, only 49 percent of test-takers reporting the highest income bracket ($70,000) were female. In addition, more female (58 percent) than male (42 percent) test-takers reported that their parents had not earned a high school diploma. Since SAT performance correlates highly with parental income and education, the fact that more female test-takers report coming from families with low incomes and less education may explain some of the gap in mean performance between males and females. The greater number of female test-takers from lower-income, lower-education families does not explain, however, the small number of female test-takers relative to male-test takers who earn scores above 700 on the verbal and mathematics sections.

CONCLUSION

There were differences in performance among schools according to sector and location on each New York State measure of performance: PEP tests, Program Evaluation Tests, RCTs, Regents examinations, Occupational Proficiency Examinations, and Regents diplomas. Almost uniformly, schools in New York City had the lowest level of performance of all school categories, while schools in Suburban and Rural Districts and nonpublic schools had the highest levels. Some schools within every category, however, were exceptionally successful on the State tests.

Public and nonpublic schools performed better in 1991 than 1987 on all Pupil Evaluation Program tests except grade 3 reading. Statewide, performance on the mathematics examinations fell between 1990 and 1991. Too many third-graders failed to demonstrate sufficient reading and mathematics skills to succeed in higher grades without continued intervention.

The variations among schools according to minority composition category were greater than the variations according to school category. Schools with the largest percentages of minority students performed less well than schools with the smallest percentages of minority students. Some schools with high proportions of minority students, however, performed exceptionally well on State tests. The differences between high- and low-minority composition schools can be attributed, in part, to the higher incidence of poverty and school transfers among minority children. Schools that enrolled many children from families on public assistance had poorer performance on the grade 3 reading PEP test and Regents comprehensive English examination than other schools. Students in schools with less stable enrollments were also less successful on the third-grade reading PEP test. The SAT scores of Black and Hispanic were substantially lower than the SAT scores of White students.

Few differences in performance were found between males and females at the elementary level. Differences emerged, however, at the high school level. A larger percentage of the average female enrollment than the average male enrollment passed seven of the eight analyzed Regents examinations (physics was the exception). Males, however, achieved substantially higher SAT scores than females.

The performance of New York State students was compared with that of national students on two assessments, the National Education Longitudinal Study of 1988 (NELS:88) and the National Assessment of Educational Progress (NAEP). The two studies yielded conflicting results. The NELS assessment placed New York State students somewhat above the national average in reading and mathematics proficiency, while NAEP results placed State students exactly at the national average of mathematics proficiency.

TABLE 5.17

TOTAL NUMBER OF SECONDARY SCHOOLS* AND
PERCENT AWARDING REGENTS DIPLOMAS

NEW YORK STATE
1987-88 TO 1990-91

Sector/Location	1987-88		1988-89		1989-90		1990-91	
	Number of Schools	% Awarding Regents Diplomas	Number of Schools	% Awarding Regents Diplomas	Number of Schools	% Awarding Regents Diplomas	Number of Schools	% Awarding Regents Diplomas
PUBLIC								
New York City	133	78%	134	77%	134	75%	137	74%
Large City Districts	42	69	39	69	37	76	37	73
Other City Districts	67	90	66	94	67	93	66	92
Suburban Districts	403	97	402	97	402	98	403	97
Rural Districts	220	99	220	99	219	100	218	99
Total Public	865	93	861	93	859	93	861	93
NONPUBLIC								
New York City	226	45%	220	41%	224	38%	232	40%
Other Nonpublic	343	29	334	26	324	27	318	28
Total Nonpublic	569	35	554	32	548	32	550	33
TOTAL STATE	1,434	70%	1,415	69%	1,407	69%	1,411	69%

* Secondary school is any school with a 9th grade or higher.

TABLE 5.18

PERCENT OF HIGH SCHOOL GRADUATES RECEIVING CREDENTIALS REGENTS-ENDORSED LOCAL DIPLOMAS, OTHER LOCAL DIPLOMAS, IEP DIPLOMAS OR CERTIFICATES BY RACIAL/ETHNIC GROUP

NEW YORK STATE
JUNE 1991

Sector/Location and Diplomas/Certificates	Race/Ethnicity			
	Black	Hispanic	Other Minority*	White
PUBLIC				
New York City				
Regents-Endorsed Local Diplomas	12.0%	10.1%	40.0%	34.6%
Other Local Diplomas	84.0	85.0	59.5	63.2
IEP Diplomas	3.6	4.2	0.5	2.0
Certificates	0.4	0.7	0.0	0.2
Large City Districts				
Regents-Endorsed Local Diplomas	10.9%	13.2%	20.3%	32.7%
Other Local Diplomas	83.1	80.8	79.1	64.6
IEP Diplomas	6.0	6.0	0.6	2.7
Certificates	0.0	0.0	0.0	0.0
Other City Districts				
Regents-Endorsed Local Diplomas	14.8%	17.5%	45.1%	46.2%
Other Local Diplomas	78.4	78.7	53.9	51.2
IEP Diplomas	6.5	3.8	1.0	2.6
Certificates	0.3	0.0	0.0	0.0
Suburban				
Regents-Endorsed Local Diplomas	21.8%	23.9%	55.0%	46.3%
Other Local Diplomas	72.1	71.8	43.8	51.9
IEP Diplomas	6.1	4.3	0.9	1.8
Certificates	0.0	0.0	0.3	0.0
Rural Districts				
Regents-Endorsed Local Diplomas	15.6%	21.2%	40.6%	37.5%
Other Local Diplomas	80.0	74.0	57.4	59.9
IEP Diplomas	4.4	4.8	2.0	2.5
Certificates	0.0	0.0	0.0	0.1

* Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 5.18 (continued)

PERCENT OF HIGH SCHOOL GRADUATES RECEIVING CREDENTIALS REGENTS-ENDORSED LOCAL DIPLOMAS, OTHER LOCAL DIPLOMAS, IEP DIPLOMAS OR CERTIFICATES BY RACIAL/ETHNIC GROUP

NEW YORK STATE
JUNE 1991

Sector/Location and Diplomas/Certificates	Race/Ethnicity			
	Black	Hispanic	Other Minority*	White
Total Public				
Regents-Endorsed Local Diplomas	14.0%	13.6%	43.8%	43.7%
Other Local Diplomas	81.1	81.6	55.4	54.3
IEP Diplomas	4.6	4.3	0.7	2.0
Certificates	0.3	0.5	0.1	0.0
NONPUBLIC				
New York City				
Regents-Endorsed Local Diplomas	15.8%	20.3%	41.0%	31.1%
Other Local Diplomas	83.7	79.0	59.0	68.7
IEP Diplomas	0.4	0.7	0.0	0.1
Certificates	0.1	0.0	0.0	0.1
Other Nonpublic				
Regents-Endorsed Local Diplomas	20.1%	28.0%	28.1%	41.4%
Other Local Diplomas	76.6	70.9	71.3	58.1
IEP Diplomas	3.3	1.1	0.6	0.5
Certificates	0.0	0.0	0.0	0.0
Total Nonpublic				
Regents-Endorsed Local Diplomas	16.9%	21.5%	36.7%	36.2%
Other Local Diplomas	81.9	77.8	63.1	63.4
IEP Diplomas	1.2	0.7	0.2	0.3
Certificates	0.0	0.0	0.0	0.1
Total State				
Regents-Endorsed Local Diplomas	14.4%	15.1%	43.1%	42.6%
Other Local Diplomas	81.1	80.9	56.2	55.6
IEP Diplomas	4.2	3.6	0.6	1.7
Certificates	0.3	0.4	0.1	0.1

* Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 5.19

PERCENT OF HIGH SCHOOL GRADUATES RECEIVING CREDENTIALS REGENTS-ENDORSED LOCAL DIPLOMAS, OTHER LOCAL DIPLOMAS, IEP DIPLOMAS, OR CERTIFICATES BY GENDER

NEW YORK STATE
JUNE 1991

Sector/Location and Diplomas/Certificates	Gender	
	Male	Female
PUBLIC		
New York City		
Regents-Endorsed Local Diplomas	22.0%	22.5%
Other Local Diplomas	73.7	75.3
IEP Diplomas	3.7	2.1
Certificates	0.6	0.1
Large City Districts		
Regents-Endorsed Local Diplomas	20.7%	21.9%
Other Local Diplomas	73.9	75.3
IEP Diplomas	5.4	2.8
Certificates	0.0	0.0
Other City Districts		
Regents-Endorsed Local Diplomas	38.4%	43.2%
Other Local Diplomas	57.7	54.4
IEP Diplomas	3.8	2.4
Certificates	0.1	0.0
Suburban Districts		
Regents-Endorsed Local Diplomas	42.4%	47.3%
Other Local Diplomas	55.0	51.1
IEP Diplomas	2.5	1.6
Certificates	0.1	0.1
Rural Districts		
Regents-Endorsed Local Diplomas	34.0%	40.7%
Other Local Diplomas	62.1	57.5
IEP Diplomas	3.8	1.7
Certificates	0.1	0.1
Total Public		
Regents-Endorsed Local Diplomas	36.5%	39.5%
Other Local Diplomas	60.2	58.6
IEP Diplomas	3.1	1.8
Certificates	0.2	0.1

TABLE 5.20

COMPARISON OF NEW YORK STATE AND NATIONAL AVERAGES
ON COLLEGE BOARD ACHIEVEMENT TESTS

COLLEGE-BOUND SENIORS
1991

Achievement Test	Average Score			Number Written in New York State
	New York State	National	Difference	
English Composition	525	519	+ 6	20,265
Literature	544	529	+15	1,828
Spanish	568	556	+12	2,777
French	558	548	+10	1,861
Latin	546	546	0	268
German	606	575	+31	219
Modern Hebrew	666	652	+14	205
Mathematics Level I	576	549	+27	16,811
Mathematics Level II	679	666	+13	4,266
Biology	590	561	+29	11,030
Physics	603	601	+ 2	2,341
Chemistry	587	575	+12	4,626
American History	567	537	+30	4,876
European History	559	541	+18	818
All Tests Combined	559	547	+12	25,600

Note: This table includes achievement tests written by college-bound seniors throughout their high school careers. The tests are listed in order of numbers written in New York State in 1991.

TABLE 5.21

SAT SCORES FOR PUBLIC AND NONPUBLIC
HIGH SCHOOL STUDENTS BY GENDER

NEW YORK STATE
1978, 1983, 1989 THROUGH 1991

Gender and Year	Verbal	Math	Combined
Male			
1978	435	496	931
1983	428	490	918
1989	428	494	922
1990	418	493	911
1991	417	489	906
Female			
1978	427	447	874
1983	416	444	860
1989	411	449	860
1990	407	450	857
1991	409	449	858
Total			
1978	431	471	902
1983	422	466	888
1989	419	471	890
1990	412	470	882
1991	413	468	881

Note: These results represent all New York State students who took the SAT, not just those in the scholarship competition.

TABLE 5.22

SAT SCORES FOR PUBLIC AND NONPUBLIC HIGH SCHOOL STUDENTS
BY RACIAL/ETHNIC GROUP

NEW YORK STATE
1990-91

Racial/Ethnic	Number of Takers	Verbal	Math	Combined
Black	12,572	356	387	743
Hispanic	8,579	363	401	764
Other Minority*	10,064	407	510	917
White	75,946	435	489	924
No Response	16,123	**	**	**
TOTAL (All Students)	123,284	413	468	881

* Includes American Indian, Alaskan Native, Asian and Pacific Islander.
** Not available from College Board.

CHAPTER VI: ATTENDANCE AND HIGH SCHOOL COMPLETION

Beyond its inherent message of failure for thousands of young people — and for the schools that serve them — dropping out of school has become an urgent public policy issue. More than 400,000 young Americans drop out of school each year, posing an economic risk for the nation.[1] A high school education provides the minimum skills and knowledge needed by most people to function productively as adults and to compete successfully in the work force; young people who do not complete high school are at a great disadvantage. Dropouts have far higher unemployment rates than high school graduates; when employed, they earn less, are more likely to be in semiskilled manual jobs, and work at jobs with poorer working conditions.[2] The social and personal costs of not completing high school are also enormous: foregone income tax revenues; decreased productivity; increased demand for, and reliance on, social services; increased probability of criminal activity; reduced political participation; and generally, poorer health.[3]

In addition, the minimum educational requirements of the work place are constantly rising because of expanding international interdependency and competition, the explosive growth of knowledge, and the rapid application of technology. These structural changes in the marketplace are greatly reducing the demand for manual and semiskilled labor, traditionally the most available employment opportunities for high school dropouts.

Although the percentage of Americans who graduate from high school has increased substantially during this century, most of the increase occurred prior to the late 1960s. At the turn of the century, only one in ten children graduated from high school. By 1932, the percentage had increased to three in ten, and by 1978, to seven in ten. However, the national graduation rate has shown no appreciable gain since the mid-1960s, when it was 73 percent.

Many states, including New York, have initiated school improvement efforts which have raised the expectations for student performance and the requirements for high school graduation. Some educators believe that these enhanced standards may inadvertently induce more marginally performing students to leave school prior to graduation, especially if schools do not undertake focused efforts to help such students meet the new standards.[4]

There are limitations to current data-collection and reporting methodologies regarding dropouts. A major obstacle to collecting more accurate data is the lack of a standard definition. Should all premature school leavers be defined as dropouts? What about students not enrolled in a regular school program who are pursuing formal education through general education development classes, alternative

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[1]National Center for Education Statistics, U.S. Department of Education. *Dropout Rates in the United States: 1989*, NCES 90-659. Washington, D.C.: U.S. Government Printing Office, September 1990, p. 16.

[2]U. S. General Accounting Office. *School Dropouts: The Extent and Nature of the Problem.* Washington, D.C.: U.S. Government Printing Office, June 1986, pp. 22-26.

[3]Russell W. Rumberger. "High School Dropouts: A Review of the Issues and Evidence." *Review of Educational Research*, 57, 1987, pp. 114-115.

[4]Rumberger, p. 102.

night schools, the military, or community colleges?[5] Where a standard definition exists, districts may not always know whether a student has transferred to another program or dropped out. A related issue is timing: At what point does a youth's status change from chronic truant to dropout?

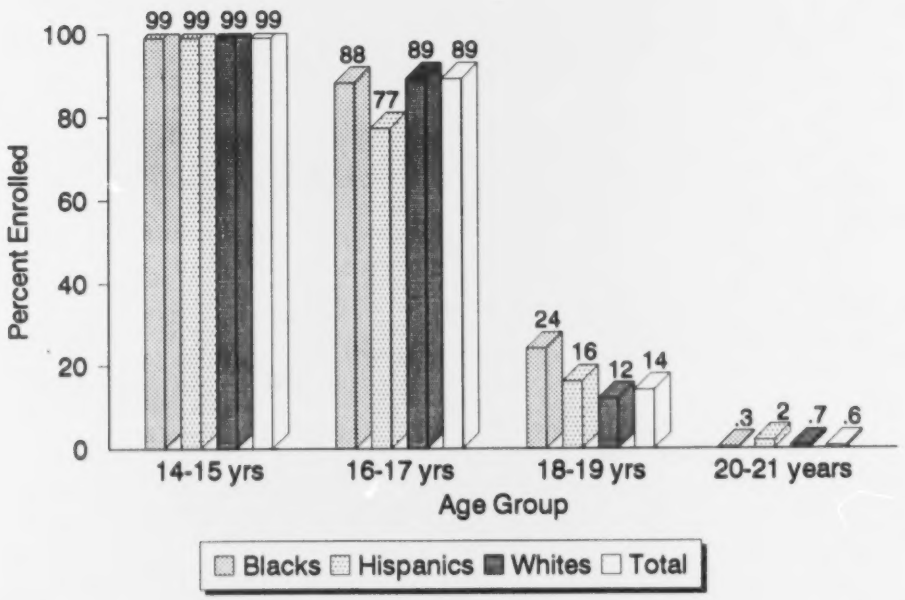
NATIONAL STUDIES OF HIGH SCHOOL COMPLETION

Another factor that affects the accuracy of dropout statistics is that some data are self-reported (e.g., data from the U.S. Census). The reliability of self-reported data on educational attainment has been questioned, because of the stigma of dropping out. Also, districts generally lack the resources to determine whether students who have dropped out later pursue other educational programs. Despite the limitations of some current dropout statistics, several important patterns regarding student attendance and retention can be discerned from well-designed national studies such as *High School and Beyond*. For New York State students, data reported to the State Education Department by local school districts also provide a useful source of information.

Who Drops Out?

As Figure 6.1 shows, in 1988 over 99 percent of this country's 14- and 15-year-olds were enrolled in school. The rate declines noticeably for 16- and 17-year-olds (89 percent). Enrollment

Figure 6.1
U.S. Youth Enrolled in Elementary and Secondary Schools
Percent of Age Group Enrolled
1988

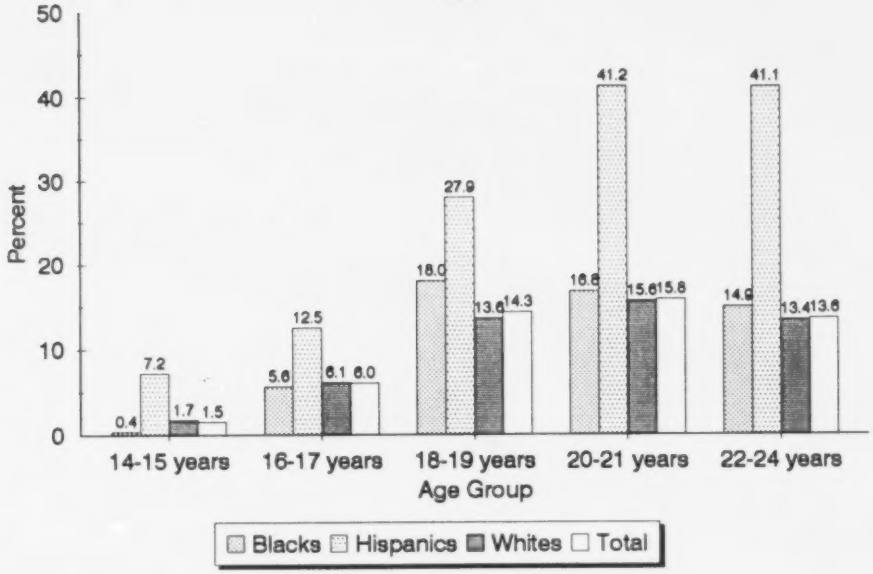


[5]In New York State, adults who are not high school graduates may earn a diploma by successfully completing 24 credit hours at a community college.

statistics for this age group are undoubtedly influenced by the fact that in many states (including New York), 16 years of age is the earliest point a person can leave school legally. A sizable percentage of 18- to 21-year-olds were still enrolled in high school nationwide in 1988, indicating that many youth take more than the traditional four years to complete high school. Some Black and Hispanic youth demonstrate a strong perseverance to graduate: approximately 24 percent of Black and 16 percent of Hispanic 18- and 19-year-olds, as well as a smaller percentage of 20- and 21-year-olds from these minority groups, were still enrolled in high school.

Figure 6.2

Youth Nationwide Not Receiving a Diploma and Not in School
Percent by Age and Racial/Ethnic Group
1989



Many young people between the ages of 14 and 21 who were not enrolled in school during 1989 had not earned a diploma. In that year, there were 3.7 million 18- to 24-year-olds who had quit school prior to graduation. Figure 6.2 provides national data about high school dropouts by age and race/ethnicity. Hispanic youth are disproportionately represented: about 41 percent of Hispanic 22- to 24-year-olds were not enrolled in school and did not have a high school diploma, compared to 15 percent of Black and 13 percent of White 22- to 24-year-olds.

In 1980, the U.S. Department of Education's Center for Education Statistics sponsored the *High School and Beyond* (HS&B) study, which surveyed more than 22,500 sophomores nationwide regarding their personal backgrounds, educational aspirations, and attitudes toward school. Two years later, this same sample of young people were surveyed again. This study indicated that about 10 percent of the sampled youth who dropped out of public and nonpublic schools between 1980 and 1982 had returned to school or were in programs leading to high-school-equivalency diplomas by 1982. This percentage increased to about 50 percent by 1984. White dropouts and youth from families with higher socioeconomic status were more likely to return to schooling than were minorities or youth from low-income families.

High School and Beyond also confirmed previous findings about the importance of socioeconomic factors in educational attainment.[6] The socioeconomic status and structure of students' families are significant indicators of "educational risk."

Socioeconomic Factors. Among all students surveyed in *High School and Beyond*, those whose fathers worked in unskilled occupations were twice as likely to drop out as students whose fathers' occupations were in professional/technical fields.

Dropping out was strongly related to parental-educational attainment. For all students, the more education the parents had, the less likely the student was to leave school prematurely. Children of high school dropouts were most at risk; generally, they were two to three times more likely to drop out than children whose parents held a college degree, thereby perpetuating a cycle of school noncompletion.

Family Structure Factors. For all students, the absence of one parent increased the students' likelihood of dropping out. Absence of both parents further escalated the probability of dropping out of school.

Unmarried teenaged mothers were very likely to drop out. Almost three-quarters (72 percent) of Hispanic unwed mothers in the HS&B sample dropped out of school. For White unwed mothers, the figure was 61 percent, and for Blacks, 40 percent. Among students who were married and without children, the dropout rate was more than 50 percent for all racial/ethnic groups and both sexes. Other national statistics show that although giving birth substantially increases the likelihood that an adolescent will drop out of high school, there have been important gains in the educational attainment of these mothers. Among women having their first child at 17 years of age or younger, only 29 percent graduated from high school in 1975, but 56 percent graduated in 1986.[7]

Racial/Ethnic Factors. The HS&B data show that the risk of dropping out declines with rising socioeconomic status (as indicated by parental occupation, education, and income), and increases for children from large families and single-parent homes. Apparent interracial differences in dropout rates, often taken at face value, in fact may disappear completely when socioeconomic status and family composition factors are taken into account. In other words, when minority students are compared to White students with identical family structures and socioeconomic status, differences in the dropout rates among these students are minimal.

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[6]Stephen M. Barro and Andrew Kolstad. *Who Drops Out?: Findings from High School and Beyond*. Washington, D.C.: U.S. Department of Education, Center for Education Statistics, 1987.

[7]Child Trends, Inc. *Facts at a Glance*. September 1989.

DROPOUT RATES FOR PUBLIC SCHOOL STUDENTS
BY RACE/ETHNICITY WITH AND WITHOUT
CONTROLS FOR BACKGROUND CHARACTERISTICS

Race/Ethnicity	Uncontrolled	Controlled
All Groups	14.4%	14.4%
White	13.0	14.8
Black	17.2	10.5
Hispanic	19.1	16.0

Source: Stephen M. Barro and Andrew Kolstad, *Who Drops Out?: Findings from High School and Beyond*, (Washington, D.C.: U.S. Department of Education, Center for Education Statistics, 1987), Table 3.3.

The controlled dropout rates noted above were computed using statistical techniques that determined the effect of background variables on dropout rates and then adjusted the dropout rates to account for differences in family background among racial/ethnic groups. So computed, the dropout rate for White students appears slightly larger (1.8 percentage points), while the dropout rates for Black and Hispanic students appear smaller (by 6.7 and 3.1 percentage points, respectively). A major factor, therefore, in accounting for the higher uncontrolled dropout rates among Black and Hispanic youth is that substantially higher proportions of Black and Hispanic youth come from economically and educationally disadvantaged backgrounds and from single-parent families.[8] There is a high correlation between poverty — regardless of race/ethnicity — and dropping out of school.

Why Do Students Drop Out?

In attempting to understand the causes of dropping out, researchers have also studied the effects of academic performance. As may be expected, students who encounter success in the classroom tend to remain in school for more years than those who experience less academic success. Of the students in the HS&B sample who repeated a grade before their sophomore year, more than one out of four dropped out of school. For New York State students, the likelihood of repeating a grade increases if the student is minority, limited-English-proficient, poor, or living in a single-parent household.[9] The relationship between normative grade level and vulnerability to dropping out is of particular concern for language-minority children. Nearly one-quarter of all Hispanics enter high school overage, frequently because language difficulties have caused them to be retained in an earlier grade.[10]

[8]U.S. General Accounting Office. *School Dropouts: The Extent and Nature of the Problem*, p. 15.

[9]New York State Council on Children and Families. *State of the Child in New York State*. Albany, New York: New York State Council on Children and Families, 1988, Table 10, p. 128.

[10]Task Force on the New York State Dropout Problem. *Dropping Out of School in New York State: The Invisible People of Color*. Albany, New York: New York State African American Institute of the State University of New York, 1987, p. 13.

Dropouts themselves report a variety of reasons for leaving school. More than half of White and Black males cited school-related reasons: disliking school or being expelled or suspended. One-fifth of all dropouts, but almost 40 percent of Hispanic males, cited economic reasons. A third of all female dropouts reported personal reasons such as pregnancy or marriage.[11] Some students leave school prematurely to attend to family or health needs that have made school disruptive or irrelevant for them.[12] Others leave because they have internalized negative messages about their own abilities and self-worth and consequently have become alienated from school.

A recently completed longitudinal study designed to test the reliability of certain indicators of academic progress in identifying future dropouts confirmed what young people interviewed for the HS&B study said about the role of school-related factors in their decisions to drop out.[13] The study accurately predicted future dropouts from among elementary school students two-thirds of the time; strong indicators included high absenteeism which often begins in late elementary school, low grade-point average, an above-average number of failing grades, negative teacher comments in elementary school, and participation in some form of special education. In regard to this last indicator, more than half of the dropouts included in the study had been referred to special-education programs, compared to 30 percent of high school graduates.

Gary Wehlage and Robert Rutter[14] reanalyzed the HS&B data to determine how the interaction between schools and youth-at-risk contributes to the dropout problem. Many students, the college-bound as well as dropouts, reported perceiving that teachers were not particularly interested in students and that school discipline was neither effective nor fair. Since students from unstable or disadvantaged backgrounds tend to have the most encounters with the school discipline system as well as the most experience with academic failure, it is not surprising that they become alienated from schools and perceive the world of work or child rearing as more attractive and potentially more rewarding. Students dropped out between tenth and twelfth grade despite their expectation in tenth grade that they would complete high school and pursue postsecondary study. The authors suggest policy reforms that would enable schools to deal more effectively with youth at risk. These reforms include overhauling the discipline system and redefining school work to allow more students to achieve success.

Much of the literature about dropouts has focused on correlating specific student economic, family, and personal characteristics with the incidence of dropping out. Even when school-related factors are studied, they are usually analyzed on an individual student basis. Much less attention has been devoted to studying the impact of schools — their organization, leadership, and the ways they respond to student needs — on students' decisions to drop out. Yet, many eventual dropouts attend schools with very poor facilities, insufficient resources, and inadequate teaching staffs — conditions that could well affect their academic performance and ultimately their decisions to leave.[15]

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[11]Rumberger. "High School Dropouts: A Review of the Issues and Evidence," Table 3, p. 109.

[12]Michelle Fine. "Why Urban Adolescents Drop Into and Out of Public High School." *Teachers College Record*, 87, 1986, p. 394.

[13]Byron L. Barrington and Bryan Hendricks. "Differentiating Characteristics of High School Graduates, Dropouts and Nongraduates." *Journal of Educational Research*, 82 (6), 1989, pp. 310-319.

[14]Gary Wehlage and Robert Rutter. "Dropping Out: How Much Do Schools Contribute to the Problem?" *Teachers College Record*, 87, 3, 1986, pp. 374-392.

[15]Rumberger. "High School Dropouts: A Review of the Issues and Evidence," p. 110.

Many dropout-prevention experts believe that substantial numbers of students become dropouts before they reach high school. These students, however, are frequently not counted in dropout statistics, which are generally based on high school enrollments. The *National Education Longitudinal Study of 1988* (NELS:88) confirmed this belief: 6.8 percent of eighth-graders left school before reaching tenth grade.[16] The study was designed to provide trend data about critical transitions experienced by young people as they develop, attend school, and embark on careers. It also examines the contextual factors associated with dropping out, especially school-related ones. In 1988, approximately 26,000 eighth-grade students, their parents, teachers, and school principals were surveyed. The statistics on early dropouts were obtained when this sample of students was surveyed again in 1990 to determine their educational progress over the previous two years.

The State Education Department's capacity to report accurately on the high school completion rates of New York State students will undoubtedly improve due to the Department's collaboration with the U.S. Department of Education's National Center for Education Statistics in the administration of NELS:88. The New York State schools included in the national sample were selected to be representative of the State as a whole so that findings could be generalized to the population of the State's students in the same grade cohort. Moreover, the New York State sample has been augmented to allow comparisons between New York City and the rest of the State and computation of statistics for Whites and minorities, males and females. The study should complement and strengthen State and local efforts by providing new information about how school policies, teacher practices, and family involvement affect student educational outcomes.

While New York State data on dropouts between 1988 and 1990 are not yet available, other information from the 1988 survey has been compiled. Information on the academic achievement of State eighth-graders is presented in Chapter V. Several findings from the 1988 survey are relevant to the issue of high school completion. More than 70 percent of eighth-graders believed that they would complete college, and only 1 percent believed that they would not finish high school. Hispanic youngsters were more likely than others to report believing that they would not finish high school; almost four percent reported this belief. Frequent absence from school is a precursor to dropping out. Slightly more than three percent of eighth graders reported that they skipped school once a week or more. New York City eighth-graders (3.5 percent) were more likely than others (2.7 percent) to report skipping school this often. Clearly, there is a wide gap between the beliefs of eighth-graders, as reported in the survey, and the actual accomplishments of young adults.

THE NEW YORK STATE SITUATION

Because of the Regents concern with the individual and societal implications of failure to complete high school, the *New Compact* stipulates that at least 90 percent of all young people will earn a high school diploma by age 21 (Strategic Objective 3). Statistics reported in this chapter will help measure our progress toward this goal.

The number of school buildings, the differences in school district characteristics, and the diversity and mobility of the State's children make an analysis of attendance and completion for New York State a complex task. Because of this complexity, it is misleading simply to discuss statistics about dropouts in isolation; it is also important to review a number of related variables, including attendance and

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[16]These statistics from NELS:88 were reported in "First National Study of Young Dropouts Finds 6.8% Leave Before the 10th Grade," *Education Week* (September 25, 1991).

graduation rates, participation in alternative high school programs, and the awarding of high-school-equivalency diplomas.

Because of the association discussed previously between dropping out and certain socioeconomic and school variables, this chapter will also examine the effects on attendance and dropout rates of two school demographic variables: the percentage of minority students enrolled in public schools (minority composition) and the percentage of students from families receiving public assistance (poverty status). These two variables are themselves highly related in New York State high schools; that is, schools with larger minority enrollments also tend to have larger percentages of students from families receiving public assistance (r = 0.63 in 1988-89).

Figure 6.3
Public High Schools in Each Minority Composition Category Showing Poverty Status
1990-91

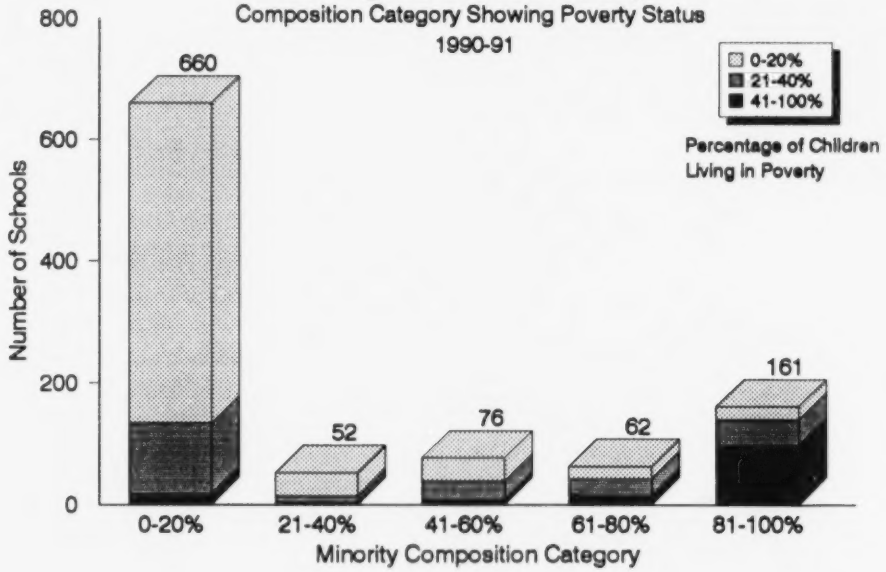


Figure 6.3 displays the breakdown of public high schools within each category of minority composition by poverty status. The majority of schools (660) had 20 percent or less minority enrollment. Most of these (526) had fewer than 20 percent of their students living in poverty. The second-largest group of schools (161) had minority enrollments in excess of 80 percent. These schools were the most likely to have large percentages of students living in poverty. While only 17 (2.6 percent) schools among those with the lowest percentages of minority enrollments had concentrated poverty (more than 40 percent of their students living in poverty), 98 schools (59 percent) in the highest-minority-composition category did.

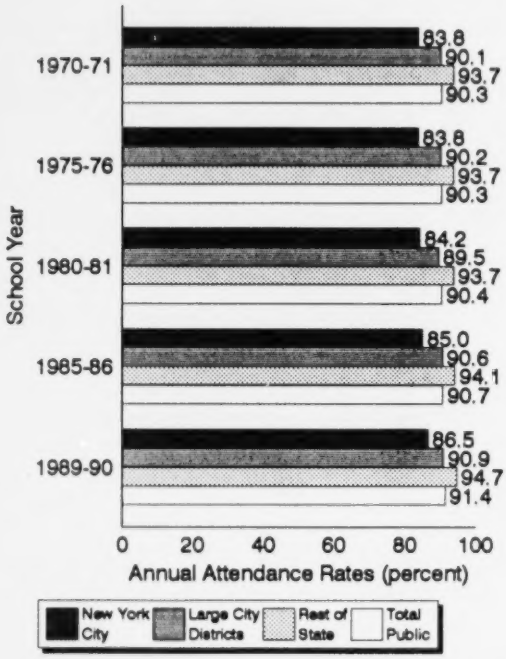
The remainder of this chapter is divided into three sections. The first two sections will review attendance rates and student retention statistics for the State and the various categories of public and nonpublic schools. The review of annual dropout rates in the student retention section will be supplemented with a discussion of patterns in high school graduation and the results of New York City's cohort dropout study for the Class of 1986. The final section will briefly present information about alternative high school programs and the awarding of high-school-equivalency diplomas. This section

has been added to the chapter because a discussion about high school completion would be incomplete without consideration of how some young people who leave the traditional high school setting are pursuing education through alternative means.

Attendance Rates

As shown in Figure 6.4, the average attendance rate statewide for 1989-90 (the most recent year for which complete data are available) was 91.4 percent. In other words, on average, 91 out of 100 enrolled students were present in the school building for some portion of the school day. Since 1970-71, average attendance rates have shown some improvement: the statewide annual attendance rate increased 1.1 percentage point; the New York City public schools rate, 2.7 percentage points; and the Large City Districts rate, 0.8 percentage points.

Figure 6.4
Public School Annual Attendance Rates
New York State
1970-71 To 1989-90



The 1989-90 average attendance rates varied widely among public school categories. Table 6.1 shows that the rates of Other City (93.6 percent), Suburban (94.9 percent), and Rural Districts (95.1 percent) were higher than those of the Big 5 cities. While New York City's attendance rate has improved over the past three years, from 85.6 percent in 1987-88 to 86.5 percent in 1989-90, it still had the lowest average attendance rate of any school category. Comparing each category's percentage of schools with attendance rates below 94 percent illustrates the incongruities in attendance patterns among school categories: While only 17 percent of suburban schools and 14 percent of rural schools had such low rates, 96 percent of schools in New York City and 75 percent of schools in Large City Districts did (Table 6.2). These differences among categories may be partially explained by corresponding differences in the socioeconomic characteristics of the schools within each category.

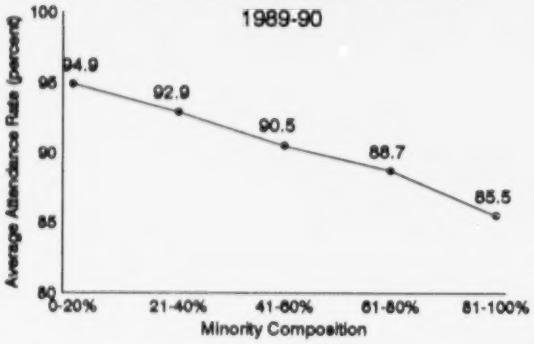
Schools with few minority students had higher attendance rates than schools with many minority students; that is, there was a moderately strong negative correlation between percentage minority enrollment and annual attendance rate ($r = -0.69$). The poverty status of high schools was also moderately negatively correlated with average annual attendance ($r = -0.45$ in 1988-89). In other words, as the percentage of students from families receiving public assistance increased, the rate of attendance decreased.

Table 6.2 also presents average annual attendance rates for public schools, by location and by minority composition. Figure 6.5 illustrates the negative relationship between the minority composition of public schools and average annual attendance rates. In 1989-90, schools with 20 percent or fewer minority students had an average attendance rate of 94.9 percent (92.1 percent in New York City), compared with 85.5 percent (85.1 percent in New York City) in schools composed of more than 80 percent minorities. Table 6.2 also provides the percentage of schools within each minority composition

category that have a low, medium or high annual attendance rate. Statewide, only 16 percent of all schools with 20 percent or fewer minorities — but 94 percent of schools with more than 80 percent minorities — had annual attendance rates less than 94 percent.

Many of the factors that cause students to leave school prematurely — alienation from the schooling process, economic difficulties, and family problems — may also cause students to be absent frequently. Schools with low average attendance rates tend also to have high dropout rates. Among New York State public schools serving grades 9 through 12, the correlation between average attendance rate and annual dropout rate for 1988-89 was moderate ($r = -0.56$).

Figure 6.5
Statewide Average Annual Attendance Rate
by Minority Composition of School
1989-90



Student Retention

During the 1980s, 426,000 young people left New York State public schools without completing requirements for high school graduation. In 1989-90 — the most recent year for which statistics are available — 36,471 students dropped out of school. About two-thirds of these students attended school in the State's largest cities: New York, Buffalo, Rochester, Syracuse, and Yonkers. A disproportionate percentage of these young people were minority students.

The statistics cited above are based on annual dropout statistics submitted each fall for the preceding year by public school principals and the New York City Board of Education. In New York State, a dropout is any pupil who left school prior to graduation for any reason except death and did not enter another school or a program leading to a high-school-equivalency diploma. While the definition is clear, the methodologies used to estimate the number of dropouts are less so.

Three measures are used to estimate the size of the dropout problem. The first, the **annual dropout rate**, is calculated by dividing the number of dropouts during a single year by the grade 9-12 enrollment for that year. The second, the **graduation rate**, compares the number of students enrolled in grade 9 in a given year with the number of students who graduate four years later. The last measure, the **cohort dropout rate**, is calculated by following a group of students who entered ninth grade together and determining the percentages of those students who have graduated, dropped out, or remained in school after given intervals of time. Each measure has advantages and disadvantages.

The annual dropout rate can be calculated using statistics that are readily available for all high schools; it is easily usable when computing statistics at the district, regional, and State levels. The annual dropout rate is not, however, a precise measurement, since it does not address the number who return to school at some later date or eventually graduate or earn high-school-equivalency diplomas. Therefore, it is at best an imprecise indicator of the percentage of students who, having entered the school system, never complete requirements for graduation. The annual dropout rate is merely a description of a school's retention powers for a given year.

The dropout statistic of more interest and greater policy implications is the percentage of students who never complete graduation requirements. The graduation rate estimates the converse measure, the percentage of entering ninth-graders who eventually graduate. Like the annual dropout rate, the graduation rate is easily calculated using available data. It too, however, is imprecise. The graduation rate does not take into account the number of students who, within the four-year period, leave or enter the district. In fact, this methodology relies on an assumption that the number of new students entering a district is exactly equal to the number of students who leave. Another factor in the imprecision of the graduation rate is the implicit assumption, which has been proven incorrect, that all students complete high school in four years.

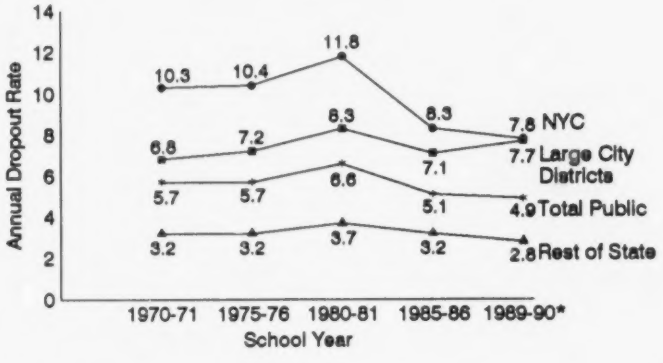
The most precise way to determine the number of students who do or do not complete graduation requirements within a given time is the cohort methodology. This method, however, places the greatest demand on local resources, since it requires schools to monitor the status of students who are no longer enrolled in the district but have not yet graduated. Most districts have neither the funds nor the personnel to conduct such research.

The Student Information System (SIS), being developed by the State Education Department as part of the Technology Network Ties (TNT) program, will, when fully implemented, allow computation of a cohort dropout rate for all New York State students. Additional information about both SIS and TNT is included in the Appendix to this report.

One factor which complicates the accurate calculation of a school-completion rate is student mobility. Over the course of a school year, thousands of students in New York State transfer across school district boundaries, among school buildings within districts, between the public and nonpublic sectors, and in and out of the State. Chapter 1 reported student-stability rates by school category; that is, the percentage of students in the highest grade in a school during a given year who were enrolled in that same school during the previous year. While schools located outside the Big 5 cities generally have extremely stable student populations, the patterns for the Big 5 city districts are noticeably different. Only 1 percent of New York City schools and 75 percent in Large City District schools have student stability rates greater than 80 percent. The high rates of student mobility call into question the accuracy of graduation rates in the Big 5 Cities.

Annual Dropout Rate. In 1989-90, 36,471 students left school without graduating. Figure 6.6 indicates that the annual dropout rate for the State's public secondary schools increased during the 1970s, but decreased after 1980-81. In 1970-71 the annual dropout rate was 5.7 percent. By 1980-81, the rate had increased to 6.6 percent annually. Nine years later, 1989-90, it has been reduced to 4.9 percent, 0.8 percentage points less than in 1970-71. This decrease disguises year-to-year fluctuations during this final five-year period (Figure 6.7). The highest dropout rate during this period, 5.3 percent, occurred in 1988-89. That high was attributable entirely to increases in the annual dropout rate occurring in

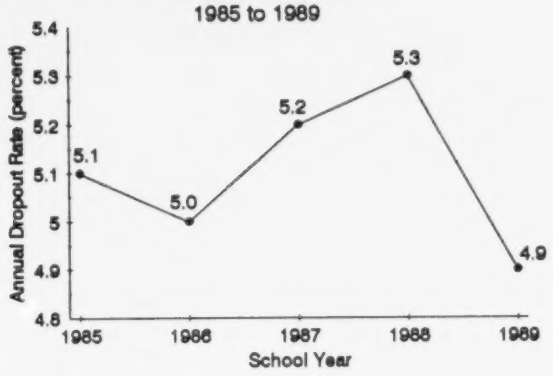
Figure 6.6
Public School Annual Dropout Rates by Location
1970-71 to 1989-90



* Estimated

New York City (a 0.4 percentage-point increase) and the Large City Districts (a 0.6 percentage-point increase). Figure 6.6 shows that dropout rates in New York City public schools have fluctuated more than those in other locations. Table 6.3 displays the actual number of dropouts at five-year intervals during this period.

Figure 6.7
Annual Dropout Rate
State Public Schools
1985 to 1989

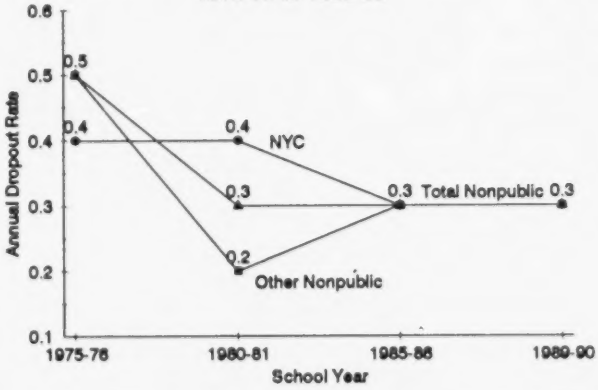


As with attendance rates, there were significant variations among categories in annual dropout rate (Table 6.4). Suburban districts consistently had the smallest percentages of students dropping out, 2.2 percent in 1989-90. Rural districts also had a significantly better rate (3.1 percent) than the State average. The Big 5 school districts had rates substantially worse than the State average, 7.8 percent in New York City and 7.7 percent in the Large City Districts. These districts accounted for two-thirds of the State's dropouts. The map in Figure 6.8 illustrates how annual dropout rates vary geographically in public school districts across the State.

Figure 6.9 presents the average annual dropout rates for nonpublic secondary schools. (The actual number of dropouts can be found in Table 6.5.) Between 1975-76 and 1989-90, the nonpublic school dropout statistics have been characterized by extremely low numbers and very consistent annual rates. Throughout the years covered in the table, the actual number of nonpublic school students who dropped out never exceeded 638 pupils statewide. The annual dropout rate has never fluctuated more than two-tenths of a percentage point. In 1989-90, 379 pupils or 0.3 percent of students in nonpublic schools across the State dropped out.

Schools with large percentages of minority students have more dropouts than schools with small percentages of minority students (Table 6.6). On average, in schools with minority enrollments of less than 20 percent, only one student in 40 drops out during the year. In contrast, in schools with minority enrollments of 80 percent or more, one student in 10 drops out. Some schools in every minority composition category, however, have dropout rates of less than two percent.

Figure 6.9
Nonpublic School Annual Dropout Rates
1975-76 to 1989-90

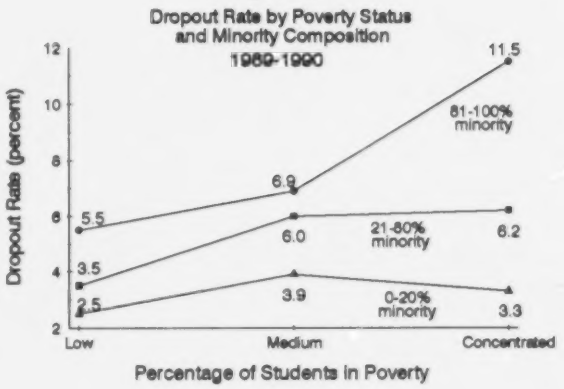


Concentrated poverty in schools also increased the likelihood that students would dropout, according to an analysis of the 1989-90 annual dropout rates for public school buildings with ninth- through twelfth-grade students. Public schools that enrolled the largest percentages of both poor students and minority students had the highest annual dropout rates, averaging 11.5 percent in 1989-90; more than one out of nine students attending these schools dropped out in 1989-90. In contrast, fewer than 3 out of 100 students attending schools in the low-poverty and low-minority category

Figure 6.8
Map of Public School Districts Showing
Annual Dropout Rates
New York State
1989-90

dropped out. Figure 6.10 illustrates the combined effects of poverty status and the minority composition of schools on average annual dropout rates in 1989-90.

Figure 6.10



Across the State, concentrated-poverty, high-minority schools accounted for a disproportionate number (38.5 percent) of dropouts (Table 6.7). Since almost half of New York State students (41.8 percent) attended low-poverty, low-minority schools, students from these schools constituted the next largest portion (23.6 percent) of dropouts.[17]

Additional evidence for the correlation between poverty and dropping out is provided by an analysis of 1980 census tracts by poverty status.[18] Welsh concluded that there was no striking evidence that children ages 5 to 14 years living in census tracts with concentrations of poverty fail to attend elementary schools (as measured by grade K-8 enrollment as a percentage of the 5- to 14-year-old population). Yet, for the secondary grades, there were significant differences, illustrated below, among census tracts according to poverty status.

PERCENT OF NEW YORK STATE 16- TO 19-YEAR OLDS WHO HAVE NOT FINISHED HIGH SCHOOL AND ARE NOT ENROLLED IN SCHOOL, 1980

Poverty Status of Tract	Percent
Nonpoverty (less than 20% poor)	6.4%
Midpoverty (20%-40% poor)	14.1
Extreme poverty (more than 40% poor)	18.1

Source: James B. Welsh, *Characteristics of High Poverty Areas in New York State.*

A person 16 to 19 years old living in a neighborhood of extreme poverty was almost three times as likely to have dropped out as one in a nonpoverty community. According to Welsh, in the three New York City boroughs with the greatest concentrations of poverty in the entire State — the Bronx, Brooklyn, and Manhattan — the likelihood of dropping out was even greater: 19.5 percent, basically

[17]A statistical analysis conducted by State Education Department staff indicated that, in 1988-89, dropping out was significantly correlated with both poverty status (r = .30) and minority composition (r = .40) of the school.

[18]James B. Welsh. *Characteristics of High Poverty Areas in New York State.* Albany, New York: New York State Department of Social Services, photocopy, pp. 15-17.

one in every five young people. In these three boroughs, only two in five adults had completed high school.

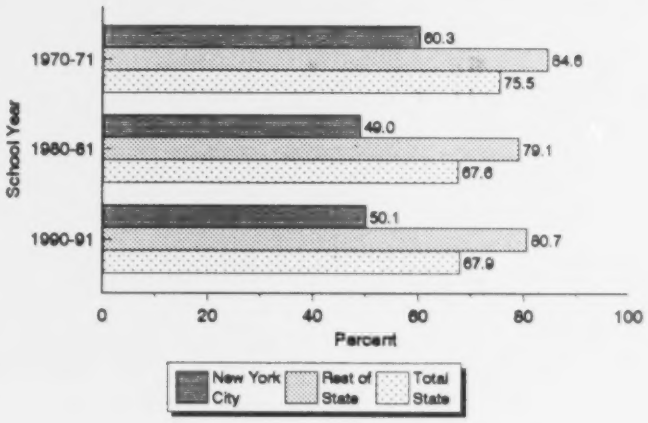
The analysis of the U.S. Census and *Current Population Survey* data (Table 6.8) indicates that fewer New York State residents 25 years of age and older had not finished four years of high school in 1990 than in 1980. For Blacks, the percentage decreased from 42 to 32; for Hispanics, from 58 to 51; and for Whites, from 31 to 20. While there were differences by gender within racial/ethnic groups, these differences were small. Among adult females, 21 percent of Whites, 31 percent of Blacks, and 52 percent of Hispanics had not completed four years of high school in 1990.

Graduation Rate. As defined earlier, the graduation rate is the number of high school graduates divided by the grade 9 enrollment four years earlier. The graduation rate is, at best, a simplified portrayal of student retention derived by using two sets of cross-sectional data in an attempt to approximate a longitudinal phenomenon. At worst, the graduation rate implies the use of a cohort survival technique which, in reality, can only be accomplished under the most controlled circumstances.

Calculating a graduation rate is most acceptable for describing high school retention for the nation as a whole, since the assumption of zero-net migration over four years is least troublesome at that level. Such calculations, however, become less valid the smaller the unit of analysis (state, school district, school building). In the worst possible scenario, which is actually realized in some of the most troubled schools, the ninth-grade class will have been completely replaced by the twelfth grade, so that the graduates are a distinctly different group from the original ninth-grade cohort. Also, in troubled schools many students may take more than four years to complete graduation requirements. One-quarter of a New York City cohort studied were still enrolled in high school in the fifth year.

Given these limitations, Figure 6.11 provides information about graduation rates for New York's public and nonpublic school students from 1970-71 to 1990-91, computed for New York City and the rest of the State. In 1970-71, the number of graduates statewide was three-quarters the number of ninth-graders in 1967-68. By 1980-81, the graduation rate had declined to little more than two-thirds and is estimated to be essentially the same in 1990-91. Part of the decrease in the statewide graduation rate was caused by lower rates for districts and nonpublic schools outside New York City. Most of the decrease, however, was attributable to a decrease in the New York City graduation rate from 60.3 percent in 1970-71 to an estimated 50.1 percent for 1990-91.

Figure 6.11
Graduation Rate in Public and Nonpublic Schools
1970-71 To 1990-91



Student Cohort Retention in New York City. New York City had the highest average annual dropout rate of any public school category in the State. The district's Cohort Dropout Study provides more detailed information about students who failed to complete high school, and thereby provides an additional perspective on the magnitude of the dropout dilemma. In June 1990, the New York City school district published a report showing the status of the Class of 1986 seven years after they began

the ninth grade and three years after their expected graduation date.[19] This was the final report on the status of this class whose members had now reached their twenty-first birthdays and had, thus, aged out of the system. This cohort consisted of 71,484 students who entered the ninth grade for the first time in 1982-83, the tenth grade in 1983-84, the eleventh grade in 1984-85, and/or the twelfth grade in 1985-86. Forty-one percent of the cohort completed high school at the expected time, June 1986. At that time, 21.8 percent of the class were considered dropouts, 12.3 percent had transferred out, and 24.9 percent were still enrolled.

Seven years after entering high school, 57.3 percent of the class had graduated or completed a high-school-equivalency diploma or special-education certificate. Another 14.4 percent had transferred out of district or been discharged for another reason; the remaining 28.3 percent were considered dropouts. There is currently no way of determining how many students who were considered dropouts at the end of seven years will eventually complete high school requirements.

The New York City Office of Research, Evaluation, and Assessment examined the records of 2,500 students in this cohort who had completed school in 1989, three years after their expected graduation date. Over half of these students became graduates by obtaining a high-school-equivalency diploma; 54 percent were male; and 96 percent were 21 years or older in 1989. Further, 1,000 of these students had been considered dropouts in 1988.

Additional information about dropouts was collected as part of the cohort study. Most students dropped out in their third or fourth year of high school. At the time they dropped out, they were classified as being in ninth or tenth grade and were one or two years beyond the expected age for their grade. Accordingly, almost three times as many dropouts as graduates were overage for their grade. Most students dropped out from the school in which they first enrolled as ninth-graders. The district collected information about dropouts' reasons for leaving school and found that relatively few students dropped out to enter military service or gain job training. Four in five students were at least 17 years old and legally able to leave school for reasons other than employment.[20]

Studies of subsequent cohorts of New York City students have confirmed the pattern of results seen in the Class of 1986. Consistently, approximately 25 percent of each cohort are enrolled for a fifth year of high school. The percentage of the cohort who have completed high school increases in each subsequent year they are followed. In their study of the class of 1989, the researchers were able to estimate dropout rates by racial/ethnic group using the *Annual Pupil Ethnic Census* for students in the ninth grade. At the end of year four, 20.9 percent of this cohort were believed to be dropouts. Hispanic and American Indian/Alaskan Native students had the highest percentages of dropouts, 25.7 and 24.8 percent, respectively. White (non-Hispanic) and Asian/Pacific Islander students were least likely to drop out: 14.0 and 14.8 percent, respectively, of these students had dropped out, as had 18.6 percent of Black students.

The 28.3 percent dropout rate found in this cohort study of the class of 1986 puts the annual dropout-rate and graduation-rate statistics for New York City quoted earlier in perspective. In 1985-86 the annual dropout rate in New York City was 11.8 percent; the graduation rate was 51.7 percent, which

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[19]Office of Research, Evaluation, and Assessment. *The Cohort Report: Four-Year Results for the Class of 1989 and Follow-Ups of the Classes of 1986, 1987, and 1988, and The 1988-89 Annual Dropout Rate.* New York: New York City Board of Education, June 1990.

[20]According to a New York City ordinance, 16-year-olds may leave school legally only for employment.

is considerably higher than the percentage of students in the cohort who actually graduated in four years, 41.0 percent. The graduation rate is less, however, than the percentage (57.3 percent) who completed high school during the seven-year span of the cohort study. The 10.7 percentage-point gap between the estimated graduation rate and the cohort four-year graduation percentage is explained by the students from previous cohorts who graduated in 1986 after five, six, or seven years of high school.

The cohort study has added significantly to our knowledge about dropouts in New York City (which represents almost 60 percent of all young people who dropped out in 1989-90). Due to the unique characteristics of the New York City public school system, such as its size, complexity, and concentrations of poor and minority children, it is not advisable to generalize about student retention in other districts using the New York City study findings. Cohort studies in other districts are needed to determine whether similar or different patterns exist outside of New York City.

ALTERNATIVE PROGRAMS AND HIGH-SCHOOL-EQUIVALENCY DIPLOMAS

In response to growing concern about the number of students who are failing to complete high school and the consequences of this failure, many districts provide alternative programs for potential dropouts. These programs are designed to enable students who are not succeeding in the traditional school structure to complete diploma requirements. Table 6.9 reports trends in the rate of student participation in alternative programs. The reported rates are based on the percentage of students leaving their schools the prior year to attend an alternative program leading to a high school diploma. The number and percentage of students participating in these programs across the State increased slightly (from 1.8 percent to 2.3 percent) between 1986-87 and 1990-91. Just as New York City and the Large City Districts have higher dropout rates than the Suburban and Rural Districts, these urban districts have higher percentages of students participating in alternative programs.

Data from the national *High School and Beyond* study (discussed previously) indicate that as many as half of the young people who drop out of school may return to earn high school diplomas at a later time. Table 6.10 shows that 39,489 New York State residents of all ages were awarded high-school-equivalency diplomas in the twelve-month period from September 1990 to August 1991. Approximately 35 percent of the high-school-equivalency diplomas were awarded to young people under the age of 20 — those who had been very recent dropouts or had been enrolled in alternative programs. About three-quarters of these diplomas were awarded to New York State residents under the age of 30. These statistics indicate that many young people who leave the traditional high school without a diploma soon understand the value of that credential and return to earn it. However, the actual number of high-school-equivalency diplomas awarded to young people of school age (16 to 19 years old) during 1990-91 is only a fraction of the number of young people who left school during that period.

The statistics discussed in this chapter clearly indicate that schools with the largest concentrations of minority students and students from families receiving public assistance have, on average, the lowest attendance rates and the highest dropout rates. Further, the majority of these schools are located in the State's largest urban areas. The findings of the *High School and Beyond* study support the common-sense notion that the risk of dropping out is closely related to the occupational and educational levels of the parents, to the presence or absence of both parents in the home, and to the student's academic achievement.

TABLE 6.1

PUBLIC SCHOOL ANNUAL ATTENDANCE RATES BY SECTOR/LOCATION

NEW YORK STATE 1987-88 TO 1989-90

Location	1987-88	1988-89	1989-90
PUBLIC			
New York City	.856	.860	.865
Large City Districts	.908	.896	.909
Other City Districts	.934	.933	.936
Suburban Districts	.945	.946	.949
Rural Districts	.949	.949	.951
TOTAL PUBLIC	.909	.911	.914

TABLE 6.2
DISTRIBUTION OF PUBLIC SCHOOL ANNUAL ATTENDANCE RATES BY LOCATION AND MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
1989-90

Location/Minority Composition of School	Average Attendance Rate	Percent of Schools Having		
		Low Rate	Medium Rate	High Rate
New York City				
0 - 20 Percent	.921	87%	13%	0 %
21 - 40 Percent	.908	93	7	0
41 - 60 Percent	.887	89	11	0
61 - 80 Percent	.874	98	2	0
81 -100 Percent	.851	97	2	*
Total	.865	96	4	*
Large City Districts				
0 - 20 Percent	.943	0%	100%	0 %
21 - 40 Percent	.935	44	50	6
41 - 60 Percent	.925	63	30	7
61 - 80 Percent	.890	90	9	1
81 -100 Percent	.898	88	12	0
Total	.909	75	21	4
Other City Districts				
0 - 20 Percent	.944	23%	50%	27 %
21 - 40 Percent	.929	43	47	10
41 - 60 Percent	.921	59	36	5
61 - 80 Percent	.905	81	19	0
81 -100 Percent	.921	73	20	7
Total	.936	36	45	19
Suburban Districts				
0 - 20 Percent	.950	14%	56%	30 %
21 - 40 Percent	.945	25	48	27
41 - 60 Percent	.931	41	49	10
61 - 80 Percent	.936	42	46	12
81 -100 Percent	.921	57	34	9
Total	.949	17	54	29
Rural Districts				
0 - 20 Percent	.952	12%	59%	29 %
21 - 40 Percent	.935	52	48	0
41 - 60 Percent	.930	50	50	0
61 - 80 Percent	--	0	0	0
81 -100 Percent	.924	100	0	0
Total	.951	14	59	27
Total State				
0 - 20 Percent	.949	16%	55%	29 %
21 - 40 Percent	.929	48	38	14
41 - 60 Percent	.905	69	27	4
61 - 80 Percent	.887	84	14	2
81 -100 Percent	.855	94	5	1
Total	.914	41	40	19

*Less than 0.4.

Minority Composition - Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian and Alaskan Native students divided by total enrollment.

Attendance Rate: Average Daily Attendance divided by Average Possible Attendance. Low Rate=less than .940, Medium Rate=.940-.959, High Rate=.960 and higher.

TABLE 6.3

ANNUAL DROPOUTS IN PUBLIC SCHOOLS BY LOCATION

NEW YORK STATE
1970-71 to 1989-90

Sector	School Year				
	1970-71	1975-76	1980-81	1985-86	1989-90
Public					
New York City District	34,507	37,523	40,067	24,211	21,841
Large City Districts	3,313	3,370	3,279	2,509	2,303
Rest of State	20,143	22,974	23,333	17,123	12,327
Total Public	57,963	63,867	66,679	43,843	36,471

TABLE 6.4

PUBLIC SCHOOL DROPOUTS AND ANNUAL DROPOUT RATE* BY LOCATION

NEW YORK STATE
1987-88 TO 1989-90

Location	1987-88**		1988-89**		1989-90***	
	Number	Rate	Number	Rate	Number	Rate
New York City	25,036	.084	24,835	.087	21,841	.078
Large City Districts	2,499	.075	2,394	.078	2,303	.077
Other City Districts	3,816	.051	3,785	.054	3,443	.051
Suburban Districts	9,123	.026	8,045	.025	6,907	.022
Rural Districts	2,405	.035	2,339	.035	1,977	.031
Total State	42,879	.052	41,398	.053	36,471	.049

* Dropout Rate = Number of dropouts divided by grade 9-12 enrollment including the portion of ungraded secondary enrollment that can be attributed to grades 9-12.

** Revised data

*** Preliminary data

TABLE 6.5

ANNUAL DROPOUTS IN NONPUBLIC SCHOOLS BY LOCATION

NEW YORK STATE
1970-71 TO 1989-90

Sector	School Year				
	1970-71	1975-76	1980-81	1985-86	1989-90
Nonpublic					
New York City Districts	NA	297	278	240	227
Other Nonpublic Districts	NA	341	135	171	152
Total Nonpublic	NA	638	413	411	379

TABLE 6.6
DISTRIBUTION OF PUBLIC HIGH SCHOOL ANNUAL DROPOUT RATES BY LOCATION AND MINORITY COMPOSITION OF SCHOOL
NEW YORK STATE
1989-90

Community Type/ Minority Composition of School	Average Dropout Rate*	Percent of Schools Having		
		Low Rate	Medium Rate	High Rate
New York City				
0 - 20 Percent	.026	50%	50%	***
21 - 40 Percent	.047	***	67	33%
41 - 60 Percent	.044	26	63	11
61 - 80 Percent	.053	5	70	25
81 -100 Percent	.099	12	36	52
Total	.078	12	46	42
Large City Districts**				
0 - 20 Percent	--	***	***	***
21 - 40 Percent	.057	33%	33%	33%
41 - 60 Percent	.034	21	72	7
61 - 80 Percent	.096	7	40	53
81 -100 Percent	.305	***	***	100
Total	.077	14	47	39
Other City Districts				
0 - 20 Percent	.048	7%	80%	13%
21 - 40 Percent	.061	8	59	33
41 - 60 Percent	.041	***	80	20
61 - 80 Percent	.041	***	100	***
81 -100 Percent	.087	***	***	100
Total	.051	6	74	20
Suburban Districts				
0 - 20 Percent	.022	54%	45%	1%
21 - 40 Percent	.018	70	30	***
41 - 60 Percent	.035	42	50	8
61 - 80 Percent	.035	17	83	***
81 -100 Percent	.045	57	29	14
Total	.022	54	45	1
Rural Districts				
0 - 20 Percent	.031	40%	59%	1%
21 - 40 Percent	.037	***	100	***
41 - 60 Percent	.040	***	100	***
61 - 80 Percent	.000	100	***	***
81 -100 Percent	**	***	***	***
Total	.031	39	60	1
Total State				
0 - 20 Percent	.026	46%	52%	2%
21 - 40 Percent	.039	39	48	13
41 - 60 Percent	.041	28	63	9
61 - 80 Percent	.061	9	61	30
81 -100 Percent	.099	12	34	54
Total	.049	39	51	10

* Preliminary
** Buffalo, Rochester, Syracuse and Yonkers
*** No high schools in this category

Dropout Rate = Number of dropouts divided by grade 9-12 enrollment including the portion of ungraded secondary enrollment that can be atributed to grades 9-12. Low Rate = less than .020, Medium Rate = .020 - .069, High Rate = .070 and higher.

Minority Composition = Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian and Alaskan Native students divided by total enrollment.

TABLE 6.7

PUBLIC HIGH SCHOOL DROPOUT RATES BY POVERTY STATUS AND MINORITY COMPOSITION OF SCHOOL

New York State
1989-90

Minority Composition and Poverty Status of School		Number of Dropouts	Average Annual Dropout Rate
Low Poverty (0-20%)			
Low Minority	(0-20%)	8,163	2.5%
Medium Minority	(21-80%)	3,238	3.5
High Minority	(81-100%)	1,440	5.5
Total		12,841	2.9
Medium Povery (21-40%)			
Low Minority	(0-20%)	1,346	3.9%
Medium Minority	(21-80%)	4,058	6.0
High Minority	(81-100%)	1,784	6.9
Total		7,188	5.6
High Poverty (41-100%)			
Low Minority	(0-20%)	99	3.3%
Medium Minority	(21-80%)	1,135	6.2
High Minority	(81-100%)	13,324	11.5
Total		14,558	10.6

TABLE 6.8

PERSONS 25 YEARS OF AGE AND OLDER WITH LESS THAN FOUR YEARS OF HIGH SCHOOL

NEW YORK STATE

1980 TO 1990

Race/Ethnicity and Gender	1980	1987	1988	1989	1990
White (Total)	31.3 %	23.6 %	22.1 %	21.5 %	20.3 %
Male	30.1	22.6	21.2	20.7	19.3
Female	32.2	24.5	22.9	22.2	21.3
Black (Total)	42.4 %	35.8 %	38.3 %	33.9 %	32.3 %
Male	42.2	35.3	41.5	33.8	33.5
Female	42.6	36.2	36.1	34.0	31.4
Hispanic (Total) *	58.0 %	48.6 %	51.1 %	50.3 %	51.1 %
Male	55.8	43.7	46.2	51.0	50.2
Female	59.8	52.4	54.8	49.8	51.8

* Hispanic individuals are also included in the figures for the categories Black and White.

Source: U. S. Census of the Population, 1980 and Current Population Survey, March 1987, March 1988, March 1989 and March 1990.

TABLE 6.9

ALTERNATIVE PUBLIC HIGH SCHOOL EQUIVALENCY PROGRAM PARTICIPATION AND PARTICIPATION RATE BY SECTOR/LOCATION

NEW YORK STATE

1990-91

Community Type	1990-91	
	Number	Rate
New York City	10,189	.037
Large City Districts	912	.030
Other City Districts	2,056	.030
Suburban Districts	3,164	.010
Rural Districts	669	.011
Total State	16,990	.023

Alternative Program Participation Rate = Number of students who left a regular public high school program and entered an Alternative Program or Other Diploma Program leading to a High School Equivalency Diploma divided by grade 9-12 enrollment including the portion of ungraded secondary enrollment that can be attributed to grades 9-12.

TABLE 6.10

HIGH SCHOOL EQUIVALENCY DIPLOMAS AWARDED
BY AGE AND RACE/EHNICITY*

NEW YORK STATE
SEPTEMBER 1990 TO AUGUST 1991

Race/Ethnicity	Candidate Age on Date of Testing									
	16-17	18-19	20-24	25-29	30-34	35-39	40-49	50-59	60+	Total
Alaskan Native	0	1	1	1	0	0	0	0	0	3
American Indian	5	40	65	23	26	11	6	4	1	181
Asian	4	77	137	79	48	21	24	2	2	394
Black	99	986	2,035	1,135	825	467	380	68	23	6,018
Hispanic Origin	52	811	2,001	941	579	334	284	79	20	5,101
Pacific Islander	1	8	13	5	2	3	3	0	0	35
White	118	1,900	3,607	1,648	1,048	713	748	277	108	10,167
Unknown	4,201	5,414	2,775	1,808	1,395	899	819	222	57	17,590
Total	4,480	9,237	10,634	5,640	3,923	2,448	2,264	652	211	39,489

Source: American Council on Education

* The age and race/ethnicity categories are those utilized by the American Council on Education in compiling its annual statistical report.

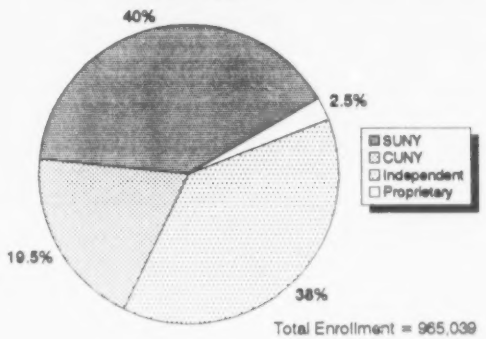
CHAPTER VII: POSTSECONDARY EDUCATION AND EMPLOYMENT

A desired outcome of elementary and secondary education is that all graduates will be prepared for college, work, or both (Strategic Objective 4). The quality of elementary and secondary education can, to some degree, be measured by the number of students who enroll in and complete postsecondary education programs and by the number of students who successfully compete in the job market.

POSTSECONDARY EDUCATION

Over 985,000 United States citizens and resident aliens pursued degree-credit postsecondary education during 1990-91 in New York State, as reported by the colleges and universities in fall 1990. The State's postsecondary education system comprises some 250 institutions. They are organized into four sectors: the State University of New York (SUNY), which enrolled more than a third (40.0 percent) of all students; the City University of New York (CUNY), which enrolled 19.5 percent; the 139 independent institutions, 38.0 percent; and 27 degree-granting proprietary institutions, 2.5 percent (Figure 7.1). Almost three-quarters of the State's undergraduate students (71.8 percent) attended four-year institutions; the remainder attended two-year institutions. Almost 62 percent of degree-credit enrollments were reported to be full-time (Tables 7.1, 7.2, and 7.3).

Figure 7.1
Degree-Credit Enrollment by Postsecondary Sector
Fall 1990



As Table 7.1 shows, one-quarter (26.9 percent) of all persons attending degree-granting postsecondary institutions full time in fall 1990 (excluding nonresident aliens) identified themselves as members of minority groups.[1] Black students made up 11.8 percent of total enrollments, while Hispanic enrollment was reported at 8.9 percent. Approximately 6.2 percent of the total full-time postsecondary enrollment consisted of students from other minority groups. Among the four sectors, CUNY enrolled the highest percentage (66.2 percent) of full-time minority students in fall 1990, followed by the proprietary sector (46.6 percent), independent institutions (21.0 percent), and SUNY institutions (14.5 percent). The racial/ethnic composition of part-time enrollments showed similar patterns except for CUNY and proprietary institutions (where minorities represented a smaller share of part-time than full-time enrollments).

[1]Includes both full-time and part-time enrollments. Data regarding racial/ethnic origins are not precise, since students are not required to report this information to the postsecondary institutions they attend.

College-Going Rate

Table 7.4 shows trends in the college-going rate of New York State high school graduates. The rate is based on the secondary school's report of the number of seniors who intend to enroll in four-year and two-year postsecondary institutions as well as other postsecondary education programs.[2] Almost 79 percent of State seniors graduating in 1990 intended to pursue some form of postsecondary education, compared to 67.3 percent in 1975. Increases in the percentage of high school graduates planning to attend a four-year institution accounted for most of the change; it increased from 38.6 percent to 48.7 percent. The percentage of graduates who planned to pursue their education at two-year institutions remained almost constant from 1975 to 1987. Since 1987, however, it has increased from 24.5 to 27.1.

A greater percentage of nonpublic than public school graduates intended to continue their education — 90.5 compared to 76.6 percent. Moreover, nonpublic graduates were much more likely to plan to enroll in a four-year institution. Among 1990 nonpublic school graduates, 70.9 percent planned to attend a four-year institution, while 44.7 percent of the public school graduates had similar plans. By public school category, the college-going rate among the class of 1990, as shown in Table 7.5, was greatest for students attending high schools in New York City (79.7 percent) and Suburban Districts (79.0 percent), and lowest for students in Rural Districts (65.7 percent).

The pattern of differences among public school categories contradicts that on Regents examination results. On Regents examinations, New York City public schools generally have the smallest percentages of average enrollment passing and Rural Districts have the second largest percentage. The relatively low college-going rate in Rural Districts may reflect lesser access to postsecondary education, particularly for students wishing to commute, and higher rates of poverty than are found in Suburban Districts.

In the New York City, the Large City, and the Suburban Districts, students in schools with 20 percent or fewer minority students were more likely to plan to attend a four-year postsecondary institution than students in schools with 81 percent or more minority students. In New York City, this difference was particularly dramatic: In the low-minority schools, 80.3 percent planned to attend four-year institutions, and 3.4 percent planned to attend two-year institutions. In contrast, in the high-minority category, 48.3 percent planned to attend four-year institutions and 25 percent planned to attend two-year institutions.

First-Time Freshman Enrollments

Consistent with the decline in secondary school enrollments, in every postsecondary sector the number of first-time freshman enrollments has decreased since fall 1982. In that year, 174,000 freshmen enrolled in State postsecondary institutions; in fall 1990, almost 158,000 enrolled, a nine percent decrease. The decrease was greatest at proprietary schools (28.4 percent) and smallest at SUNY (6.6 percent) and independent institutions (6.8 percent). Among SUNY and CUNY institutions, enrollments in fall 1990, however, were slightly higher than in fall 1986.

Figure 7.2 shows the share of statewide first-time freshman enrollments by racial/ethnic group in fall 1990. The majority (70.0 percent) were White; smaller percentages were Black (13.6 percent), Hispanic (10.4 percent), or members of other minority groups (6.0 percent).

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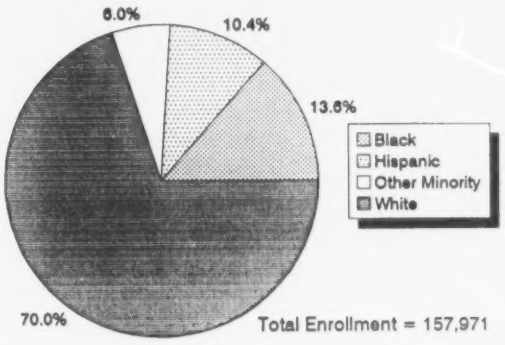
[2]While these are data concerning plans rather than actual behavior, a Department validation study demonstrated that the data are quite reliable.

At SUNY institutions, first-time freshman enrollments increased in all minority categories between fall 1982 and fall 1990. In fall 1982, minority students represented 10.3 percent of first-time freshman enrollments; in fall 1990, they were 15.9 percent. Minority enrollment data for CUNY institutions in fall 1982 are not available, but in fall 1990, individuals who belonged to minority groups constituted 71.0 percent of all first-time freshmen. Blacks accounted for almost one-third (32.8 percent) and Hispanics more than one-quarter (28.2 percent) of CUNY enrollments. At independent institutions, minority students accounted for one-quarter of the first-time freshman enrollments in fall 1990. Compared to similar statistics for fall 1982, the percentage of Blacks dropped slightly, while Hispanic and other minority enrollments continued to increase. At proprietary institutions, the minority share of first-time freshman enrollments increased from 39.1 percent in 1982 to slightly over 49 percent in 1990. The greatest enrollment increases occurred for Hispanic and Other Minority students (Table 7.6).

Figure 7.2
First-Time Freshmen by Racial/Ethnic Group
Fall 1990



The distribution of first-time freshman enrollments between males and females among degree-granting postsecondary institutions has remained quite consistent from fall 1982 to fall 1990 (Table 7.6). At the beginning of the period, males comprised 46.1 percent of the first-time freshmen and females, 53.9 percent, compared with 45.7 percent male and 54.3 percent female enrollment in fall 1990. Differences in gender representation were greatest among proprietary institutions where, in 1990, males represented 28.8 percent of the first-time freshman enrollments and females, 71.2 percent. CUNY institutions also had a gender difference somewhat greater than the other two sectors; males comprised 41.8 percent of CUNY enrollment and females, 58.2 percent.

This information on the distribution of minority students by sector should be interpreted with caution. First, the data are voluntarily self-reported; and second, since many postsecondary institutions draw their students from local communities and regions, the racial/ethnic composition of their student bodies may, in large part, reflect the demographics of the local population.

Degrees Conferred

During 1989-90, the State's postsecondary institutions awarded 172,775 degrees. Despite the decline in first-time freshman enrollments between fall 1982 and fall 1986, the number of degrees awarded annually has increased by a small percentage at every level except associate (see Figure 7.3). The number of associate degrees awarded decreased by one percent, from 47,285 to 46,727. At all degree levels, including associate, the number of minorities awarded degrees increased. The percentage increases for Blacks, however, were smaller than those for other minority groups. Further the percentage increases grew smaller at progressively higher degree levels. For example, Figure 7.3 shows that the number of Hispanics receiving associate degrees increased by 53 percent, while the number receiving postgraduate degrees increased by 21 percent. The number of Whites earning associate and baccalaureate degrees has declined: eight percent fewer Whites earned associate degrees and two percent fewer earned bachelor's degrees.

Between 1980-81 and 1989-90, as a consequence of the increasing number of minorities and decreasing number of Whites earning degrees, the minority share of degrees awarded at every level increased. The increase in minority share was greatest at the associate degree-level, increasing from 16.6 to 22.7 percent, and smallest at the doctoral level, increasing from 12.2 to 12.6. Minorities did, however, more than double their share of first professional degrees awarded, from 6.9 to 14.2 percent (Figure 7.4).

At every degree level, minorities earned a greater share of degrees conferred at the City University of New York (CUNY) than at other public, independent, or proprietary institutions. This finding reflects the already documented concentration of minorities in New York City. Within each sector, however, the minority share of associate, baccalaureate, and first-professional degrees has increased since 1980-81 (Tables 7.7 through 7.11).

Figure 7.3
Percent Change in Number of Postsecondary Degrees Awarded by Racial/Ethnic Group
1980-81 to 1989-90

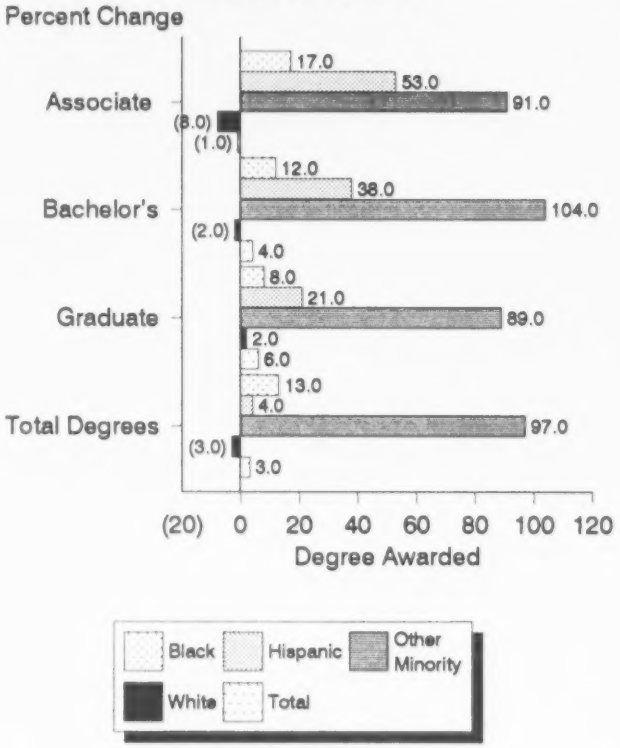
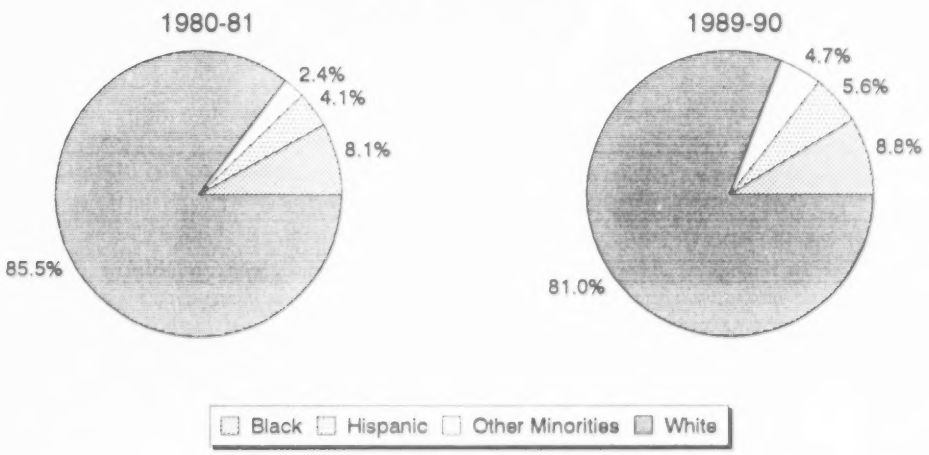
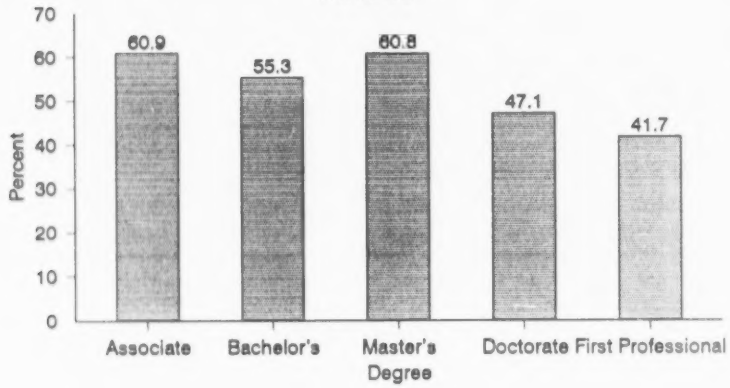


Figure 7.4
Change in Racial/Ethnic Shares of Postsecondary Degrees
1980-81 to 1989-90



Like minorities, women have increased their share of degrees earned at every level since 1980-81. Figure 7.5 shows that in 1989-90, females received more than 50 percent of degrees at every level except the doctorate and first professional. They earned 60.9 percent of associate degrees and 60.8 percent of master's degrees. While women earned only 47.1 percent of doctoral degrees, this share represented a nine percentage point increase. Similarly, females received 41.7 percent of first-professional degrees, a 9.9 point increase in nine years.

Figure 7.5
Percent of Degrees Conferred on Females
1989-90



Access for Students with Disabilities

In fall 1990, State postsecondary institutions estimated that 18,514 students with disabilities were enrolled, representing 1.8 percent of the total higher-education enrollment.[3] An analysis of enrollment trends for students with disabilities since fall 1982 indicates that the number of such students has increased by 94 percent; their share of the total degree-credit enrollment has increased from 1.0 percent in 1982 to 1.8 percent in 1990 (Table 7.12).

A majority of students (66.8 percent) with disabilities were enrolled in public institutions: 47.0 percent at SUNY campuses and 19.9 percent at CUNY institutions. Statewide, independent institutions enrolled 32.5 percent of the postsecondary students identified as having a disability. Students with learning disabilities represented about one-third (34.6 percent) of the total number of enrolled students with disabilities. Other groups comprising more than ten percent of all students with disabilities were students with impaired mobility (16.1 percent) and students with hearing disabilities (11.1 percent) (Table 7.13).

[3]These data should be used with caution. It was necessary for some institutions to provide estimated data, and many institutions provided only a count of students who identified themselves to the institution as having a disability requiring some special consideration or assistance.

EDUCATION AND EMPLOYMENT

The nation's future welfare requires that we maintain our economic competitiveness by having a literate work force equipped to participate in a rapidly changing economy characterized by technological advances, global competition, and needs for community and infrastructure renewal. Since the State Education Department does not collect data on employment of young people after they leave school or college, this section reports data from other sources.

Young People and the Labor Force

The transition from adolescent dependence to economic self-sufficiency through employment is more problematic and prolonged for youth now than for any generation since the Great Depression.[4] During 1988, the national jobless rate for 16- to 24-year-olds averaged 2.6 times that for workers 25 years old or older. The weekly earnings of young men working full time were only 54 percent of those of men over the age of 25 years.

Table 7.14 shows the 1988 labor force participation rates for 16- to 24-year-olds. Almost 70 percent were employed or looking for work, although Whites were more likely to be in the labor force than minorities. (The labor force participation rate for Whites was 71 percent; for Hispanics, 65.3 percent; and for Blacks, 56.8 percent). For young people who were enrolled in high school or postsecondary education, labor force participation rates were significantly lower than for their nonstudent peers.

Approximately 20 million young people were working either full or part time during 1988: 60.8 percent of the civilian population between the ages of 16 and 24. Young males were more likely to be employed than females (64.1 compared to 57.6 percent). Whites were more likely to be employed than Hispanics (64.4 compared to 56.9 percent), and both groups were significantly more likely to be employed than young Blacks: 43.2 percent of all civilian Black youth were working (Table 7.15).

Another measure of the progress toward economic self-sufficiency is the unemployment rate of youth 16 to 24 years old.[5] Table 7.16 shows that during 1988, the unemployment rate for 20- to 24-year-olds was 8.7 percent, and for 16- to 19-year-olds, 15.3 percent. For both age groups, Blacks were most likely to be unemployed, followed by Hispanics and Whites. Among all youth, 16- to 19-year-olds who were not enrolled in school — those who tend to be high school noncompleters — experienced the highest unemployment rate (16.6 percent). Within this younger group, Whites had an unemployment rate of 14.2 percent, Hispanics 21.3 percent, and Blacks 33.6 percent.

The U.S. Bureau of Labor Statistics reports that in 1988 the overall unemployment rate for 16- to 19-year-olds living in New York State (11.8 percent) was somewhat lower than that for the nation as a whole (15.3 percent). According to the data in Table 7.17, this difference holds true across

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[4]The major source for this discussion of youth participation in the nation's work force is the report by James R. Wetzel entitled *American Youth: A Statistical Snapshot* published by Youth and America's Future: The William T. Grant Commission on Work, Family and Citizenship, Washington, D.C., August 1989.

[5]Unemployment rates are calculated on the basis of the labor force participation rates, not the total civilian population. In other words, the percent unemployed is the number of those unemployed and looking for work divided by the total labor force participants (which is the sum of the employed and those looking for work). Excluded from this statistic are those who are unemployed and not currently looking for work.

racial/ethnic groups. Table 7.17 also provides updated youth unemployment statistics for New York State. Between 1989 and 1990, there was a small increase in the unemployment rate among those 20 and older, from 4.5 percent to 4.8 percent. In contrast, the unemployment rate for 16- to 19-year-olds decreased from 14.5 to 13.9 percent.

Holding a job does not guarantee economic self-sufficiency, since many workers are employed part time or for minimum wage. In 1987, approximately two-thirds of all 15- to 19-year-olds worked for pay, earning an average income of approximately $3,000. More than 90 percent of older youth (20 to 24 years old) were paid workers, and their average income was approximately three times greater. White youth were more likely to earn an income and had higher average earnings than either Blacks or Hispanics, except among 15- to 19-year-old males (Table 7.18).

Labor-Market Consequences of Dropping Out

The economic value of a high school diploma compared to the long-term financial costs of dropping out is well documented. The labor market opportunities for dropouts are poor. Dropouts generally have higher unemployment rates, are less likely to be seeking work, and are more likely to work at low-paying jobs with poor working conditions than their high school graduate counterparts.[6]

Nationally, among 16- to 24-year-olds, high school dropouts had an unemployment rate of 20 percent in 1988 — twice the unemployment rate for high school graduates and four times the rate for those having completed four or more years of college. The unemployment rate for young Black dropouts was 37.4 percent, more than twice the rates for Hispanic and White dropouts, which were only marginally different at 16.6 percent and 17.3 percent, respectively (Table 7.19). Large proportions of dropouts did not even seek work. In October 1985, only 68 percent of young dropouts (16- to 24-years-olds) were either employed or looking for work, in contrast to 87 percent of high school graduates not enrolled in postsecondary education.

The National Longitudinal Surveys of Labor Market Experience, published in 1980, reported that high school graduates were more likely than dropouts to hold jobs with varied tasks, to have opportunities for independence, and to believe their jobs were important. Of those who were employed in October 1985, larger percentages of male dropouts than high school graduates worked in less skilled jobs such as machine operators, fabricators, and laborers. On the other hand, a higher proportion of male graduates (20 percent compared to 8 percent for dropouts) were in technical, sales, and administrative support occupations.

Employment Opportunities for Persons with Disabilities

A number of national studies have measured the gap between employment rates in the general labor force and those among persons with disabilities. All studies point to the same conclusion: persons with disabilities do not have equal opportunities to obtain employment. In the 1988 *Current Population Survey*, more than 13 million Americans between 16 and 64 years old who were not residing in institutions reported a disability which limited the amount or kind of work they could do or prevented

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[6]A major source for this discussion is the U.S. General Accounting Office Briefing Report to Congressional Requesters, *School Dropouts: The Extent and Nature of the Problem*, GAO/HRD-86-106BR, Washington, D.C., June 1986, pp. 22-29.

them from working altogether. This group represented 8.6 percent of all Americans of working age. Of those who reported a work disability, only 32 percent were participating in the labor force.[7]

Of the nation's noninstitutionalized youth population (16 to 24 years old), about 1 in 25 reported some type of disability limiting the capacity to work, and 17 in 1,000 young people had a disability that severely limited some types of work activity. As a group, young males reported a higher rate of work disability than did females (Table 7.20).

According to 1980 Census data, New York State has the second largest population of persons with disabilities among all states. As a group, the State's population with disabilities was less likely to participate in the labor force than were persons with disabilities nationally. They were more likely to be female and from minority groups. Minority persons with disabilities in New York State were less likely to participate in the labor force than disabled minority persons nationally.[8]

Besides the actual limitations to employment imposed by some disabling conditions, substantial systemic barriers limit labor-force participation by persons with disabilities. A 1986 study conducted for the International Center for the Disabled identified major systemic reasons why persons with disabilities do not work as the lack of: a) employer recognition of the capabilities of persons with disabilities; b) accessible or affordable transportation; c) adaptive devices and workplace accommodations; d) appropriate jobs in their line of work; and e) benefits, including insurance (or the threat of loss of such benefits). In addition, persons with disabilities also experience the employment obstacles that nondisabled persons do, such as family obligations and lack of adequate education or marketable skills.[9]

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[7]U.S. Bureau of Census. *Labor Force Status and Other Characteristics of Persons with a Work Disability: 1891 to 1988.* Washington, D.C.: U.S. Government Printing Office, July 1989.

[8]Frank Bowe. *U.S. Census and Disabled Adults: The 50 States and the District of Columbia.* Arkansas: Arkansas Rehabilitation Research and Training Center, 1984.

[9]Louis Harris and Associates, Inc. *The ICD Survey of Disabled Americans: Bringing Americans into the Mainstream*, 1986.

TABLE 7.1

FULL-TIME DEGREE-CREDIT ENROLLMENT* BY RACIAL/ETHNIC GROUP, POSTSECONDARY SECTOR AND LEVEL

NEW YORK STATE

FALL 1990

Postsecondary Sector/Level	Total	Black	Hispanic	Other Minority**	White
State University					
Four-year or more	137,409	6.9%	4.2%	5.2%	83.7%
Two-year	98,254	6.9	3.2	1.8	88.1
Total	235,663	6.9	3.8	3.8	85.5
City University					
Four-year or more	66,998	27.6%	20.5%	12.7%	39.2%
Two-year	31,901	33.7	36.1	7.8	22.4
Total	98,899	29.6	25.5	11.1	33.8
Independent					
Four-year or more	249,149	8.2%	6.4%	6.6%	78.8%
Two-year	6,375	8.4	1.9	2.6	87.1
Total	255,524	8.2	6.3	6.5	79.0
Proprietary					
Four-year or more	2,561	10.3%	6.6%	4.9%	78.2%
Two-year	16,767	26.1	18.2	6.4	49.3
Total	19,328	23.8	16.6	6.2	53.4
All Students					
Four-year or more	456,117	10.8%	7.9%	7.1%	74.2%
Two-year	153,297	14.8	11.8	3.6	69.8
Total	609,414	11.8	8.9	6.2	73.1

* Excludes students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.2

PART-TIME DEGREE-CREDIT ENROLLMENT* BY RACIAL/ETHNIC GROUP, POSTSECONDARY SECTOR AND LEVEL

NEW YORK STATE

FALL 1990

Postsecondary Sector/Level	Total	Black	Hispanic	Other Minority**	White
State University					
Four-year or more	65,969	6.5%	3.7%	3.6%	86.2%
Two-year	92,838	6.0	2.6	1.8	89.6
Total	158,807	6.2	3.1	2.5	88.2
City University					
Four-year or more	65,937	29.6%	15.3%	6.8%	48.3%
Two-year	26,761	35.1	20.5	5.9	38.5
Total	92,698	31.2	16.8	6.5	45.5
Independent					
Four-year or more	116,376	8.0%	4.4%	4.1%	83.5%
Two-year	2,935	14.3	2.7	1.5	81.5
Total	119,311	8.2	4.4	4.0	83.4
Proprietary					
Four-year or more	2,654	6.1%	4.1%	4.4%	85.3%
Two-year	2,155	17.8	9.9	1.8	70.5
Total	4,809	11.3	6.7	3.2	78.8
All Students					
Four-year or more	250,936	13.7%	7.3%	4.7%	74.3%
Two-year	124,689	13.1	6.8	2.7	77.4
Total	375,625	13.5	7.1	4.0	75.4

* Excludes students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.3

DEGREE-CREDIT ENROLLMENT* BY RACIAL/ETHNIC GROUP, POSTSECONDARY SECTOR AND LEVEL

NEW YORK STATE

FALL 1990

Postsecondary Sector/Level	Total	Black	Hispanic	Other Minority**	White
State University					
Four-year or more	203,378	6.8%	4.0%	4.7%	84.5%
Two-year	191,092	6.5	2.9	1.8	88.8
Total	394,470	6.6	3.5	3.3	86.6
City University					
Four-year or more	132,935	28.6%	18.0%	9.7%	43.7%
Two-year	58,662	34.3	29.0	6.9	29.8
Total	191,597	30.4	21.3	8.9	39.4
Independent					
Four-year or more	365,525	8.2%	5.8%	5.8%	80.2%
Two-year	9,310	10.3	2.2	2.2	85.3
Total	374,835	8.2	5.7	5.7	80.4
Proprietary					
Four-year or more	5,215	8.2%	5.3%	4.7%	81.8%
Two-year	18,922	25.1	17.2	5.9	51.8
Total	24,137	21.2	14.5	5.6	58.7
All Students					
Four-year or more	707,053	11.8%	7.7%	6.3%	74.2%
Two-year	277,986	14.0	9.6	3.2	73.2
Total	985,039	12.4	8.2	5.4	74.0

* Includes both full-time and part-time students. Excludes students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.4

TRENDS IN COLLEGE-GOING RATE

NEW YORK STATE
1975 TO 1990

Category	Entering Postsecondary Education in the Fall of						
	1975	1980	1986	1987	1988	1989	1990
Percent of Public High School Graduates Entering							
Degree-Granting Institutions							
4-year	35.3%	37.8%	42.2%	42.6%	44.4%	43.9%	44.7%
2-year	25.2	24.7	25.4	26.3	27.3	28.9	29.4
Total	60.5	62.5	67.6	68.9	71.7	72.8	74.1
Other Postsecondary	3.9	3.8	3.8	3.5	3.1	3.0	2.5
Total Postsecondary	64.4%	66.3%	71.4%	72.4%	74.8%	75.8%	76.6%
Percent of Nonpublic High School Graduates Entering							
Degree-Granting Institutions							
4-year	57.1%	64.7%	68.2%	68.8%	68.6%	69.8%	70.9%
2-year	21.1	16.2	14.7	15.1	14.9	14.7	14.3
Total	78.2	80.9	82.9	83.9	83.5	84.5	85.2
Other Postsecondary	5.8	5.6	5.1	4.8	5.7	5.3	5.3
Total Postsecondary	84.0%	86.5%	88.0%	88.7%	89.2%	89.8%	90.5%
Percent of Public and Nonpublic High School Graduates Entering							
Degree-Granting Institutions							
4-year	38.6%	41.3%	46.3%	46.7%	48.2%	47.9%	48.7%
2-year	24.6	23.6	23.7	24.5	25.4	26.7	27.1
Total	63.2	64.9	70.0	71.2	73.6	74.6	75.8
Other Postsecondary	4.1	4.1	4.0	3.7	3.5	3.3	2.9
Total Postsecondary	67.3%	69.0%	74.0%	74.9%	77.1%	77.9%	78.7%

TABLE 7.5

COLLEGE-GOING RATE OF PUBLIC HIGH SCHOOL GRADUATES BY LOCATION AND MINORITY COMPOSITION OF SCHOOL

NEW YORK STATE
1989-90

Location/Minority Composition of School	Percent to 4-Year College	Percent to 2-Year College	Percent to Other Postsecondary
New York City			
0 - 20 percent	80.3%	3.4%	1.0%
21 - 40 percent	55.4	14.9	6.1
41 - 60 percent	61.5	21.8	3.0
61 - 80 percent	58.5	23.8	2.9
81- 100 percent	48.3	25.0	2.7
Total	53.7	23.1	2.9
Large City Districts			
0 - 20 percent	*	*	*
21 - 40 percent	43.5%	31.3%	2.2%
41 - 60 percent	39.7	26.6	3.3
61 - 80 percent	35.5	25.2	6.3
81- 100 percent	32.5	24.8	1.9
Total	38.0	26.4	4.5
Other City Districts			
0 - 20 percent	34.2%	37.5%	1.9%
21 - 40 percent	32.7	31.3	1.8
41 - 60 percent	43.5	24.4	3.5
61 - 80 percent	27.8	58.9	2.0
81- 100 percent	32.1	14.0	6.5
Total	34.7	34.3	2.2
Suburban Districts			
0 - 20 percent	45.7%	31.2%	2.0%
21 - 40 percent	56.2	25.3	2.5
41 - 60 percent	47.7	29.6	3.6
61 - 80 percent	36.7	27.6	5.0
81- 100 percent	39.5	22.9	3.0
Total	46.2	30.7	2.1
Rural Districts			
0 - 20 percent	27.5%	35.3%	2.7%
21 - 40 percent	30.7	35.8	2.3
41 - 60 percent	24.7	36.1	2.1
61 - 80 percent	*	*	*
81- 100 percent	*	*	*
Total	27.6	35.4	2.7
Total State			
0 - 20 percent	41.9%	32.3%	2.1%
21 - 40 percent	46.7	26.7	2.7
41 - 60 percent	53.4	24.4	3.2
61 - 80 percent	51.4	24.9	3.8
81- 100 percent	47.4	24.6	2.8
Total	44.7	29.4	2.4

*No high schools in this category.

Minority Composition = Enrollment of Black, Hispanic, Asian, Pacific Islander, American Indian and Alaskan Native students divided by total enrollment.

TABLE 7.6

ENROLLMENT OF FIRST-TIME FRESHMEN* IN NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE
FALL 1982, 1986, AND 1990

Sector and Year	Total Number	Percent Distributions					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
Fall 1982	77,177	5.7%	2.5%	2.1%	89.7%	48.3%	51.7%
Fall 1986	71,793	5.6	2.5	2.3	89.6	46.9	53.1
Fall 1990	72,107	7.9	4.4	3.6	84.1	47.6	52.4
City University of New York							
Fall 1982	31,469	NA	NA	NA	NA	42.8	57.2
Fall 1986	26,159	NA	NA	NA	NA	41.9	58.1
Fall 1990	27,002	32.8	28.2	10.0	29.0	41.8	58.2
Independent							
Fall 1982	55,037	10.7	5.4	3.5	80.4	49.5	50.5
Fall 1986	54,502	8.7	6.2	4.4	80.7	48.2	51.8
Fall 1990	51,268	9.7	8.0	7.2	75.1	47.7	52.3
Proprietary							
Fall 1982	10,599	25.4	12.0	1.7	60.9	22.9	77.1
Fall 1986	8,724	25.0	12.3	2.1	60.6	23.9	76.1
Fall 1990	7,594	24.7	18.4	6.0	50.9	28.8	71.2
Total							
Fall 1982	174,282	NA	NA	NA	NA	46.1	53.9
Fall 1986	161,178	NA	NA	NA	NA	45.3	54.7
Fall 1990	157,971	13.6	10.4	6.0	70.0	45.7	54.3

* Includes both full-time and part-time students.
** Includes American Indian, Alaskan Native, Asian and Pacific Islander.
NA Data are not available.

TABLE 7.7

ASSOCIATE DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1980-81, 1984-85 and 1989-90

Sector and Year	Total Number	Percent Distribution					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1980-81	30,658	3.1%	1.1%	1.0%	94.8%	45.4%	54.6%
1984-85	30,528	3.5	1.3	1.2	94.0	44.8	55.2
1989-90	29,676	4.2	2.0	1.9	91.9	42.0	58.0
City University of New York							
1980-81	7,030	34.1	19.2	4.5	42.2	38.8	61.2
1984-85	6,796	37.6	24.8	7.5	30.1	35.8	64.2
1989-90	6,860	34.9	25.2	7.7	32.2	34.7	65.3
Independent							
1980-81	6,535	9.2	5.3	1.2	84.3	45.2	54.8
1984-85	6,516	11.3	6.4	1.8	80.5	41.4	58.6
1989-90	6,090	13.5	9.6	3.1	73.8	39.5	60.5
Proprietary							
1980-81	3,062	17.8	8.7	1.3	72.2	24.6	75.4
1984-85	4,116	23.4	10.8	2.1	63.7	24.1	75.9
1989-90	4,101	22.5	16.8	3.6	57.1	25.2	74.8
Total							
1980-81	47,285	9.9	5.1	1.6	83.4	43.1	56.9
1984-85	47,956	11.6	6.5	2.3	79.6	41.3	58.7
1989-90	46,727	11.7	7.9	3.1	77.3	39.1	60.9

* Excludes degrees awarded to students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.8

BACHELOR'S DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1980-81, 1984-85 and 1989-90

Sector and Year	Total Number	Percent Distribution					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1980-81	24,033	3.2%	1.2%	1.8%	93.8%	47.6%	52.4%
1984-85	26,136	4.1	1.6	2.2	92.1	46.2	53.8
1989-90	26,366	4.8	2.2	3.8	89.2	44.3	55.7
City University of New York							
1980-81	11,244	21.1	12.1	5.7	61.1	43.0	57.0
1984-85	8,896	25.7	15.9	8.6	49.8	40.8	59.2
1989-90	9,552	25.6	15.5	10.7	48.2	39.7	60.3
Independent							
1980-81	45,570	6.7	3.1	2.5	87.7	49.9	50.1
1984-85	48,098	7.0	3.3	3.7	86.0	48.2	51.8
1989-90	47,876	6.9	4.7	5.1	83.3	45.9	54.1
Proprietary							
1980-81	380	5.5	5.0	2.1	87.4	47.1	52.9
1984-85	471	5.3	3.0	1.9	89.8	46.7	53.3
1989-90	441	5.0	5.0	2.7	87.3	47.4	52.6
Total							
1980-81	81,227	7.8	3.9	2.7	85.6	48.3	51.7
1984-85	83,601	8.1	4.2	3.8	83.9	46.8	53.2
1989-90	84,235	8.4	5.2	5.3	81.1	44.7	55.3

* Excludes degrees awarded to students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.9

MASTER'S DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1980-81, 1984-85 and 1989-90

Sector and Year	Total Number	Percent Distribution					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1980-81	5,179	3.3%	3.0%	1.9%	91.8%	40.7%	59.3%
1984-85	4,948	3.1	1.9	2.3	92.7	38.0	62.0
1989-90	6,154	2.8	1.5	2.1	93.6	34.0	66.0
City University of New York							
1980-81	3,020	15.2	6.2	3.7	74.9	34.8	65.2
1984-85	3,051	16.0	10.1	5.9	68.0	34.8	65.2
1989-90	3,978	17.2	8.7	8.2	65.9	31.6	68.4
Independent							
1980-81	21,930	6.2	3.4	3.2	87.2	46.0	54.0
1984-85	21,314	5.4	3.3	4.6	86.7	45.7	54.3
1989-90	21,737	5.7	3.4	5.4	85.5	42.0	58.0
Proprietary							
1980-81	--	--	--	--	--	--	--
1984-85	16	--	--	6.2	93.8	43.8	56.2
1989-90	50	8.0	6.0	10.0	76.0	44.0	56.0
Total							
1980-81	30,129	6.7	3.6	3.0	86.7	44.0	56.0
1984-85	29,329	6.2	3.8	4.4	85.6	43.3	56.7
1989-90	31,919	6.6	3.7	5.2	84.5	39.2	60.8

* Excludes degrees awarded to students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

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TABLE 7.10

DOCTORAL DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1980-81, 1984-85 and 1989-90

Sector and Year	Total Number	Percent Distribution					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1980-81	618	4.6%	1.2%	4.1%	90.1%	67.3%	32.7%
1984-85	582	2.8	2.4	3.1	91.7	59.1	40.9
1989-90	585	3.2	3.4	3.7	89.7	57.4	42.6
City University of New York							
1980-81	212	3.3	4.7	6.1	85.9	52.4	47.6
1984-85	203	4.9	4.0	4.9	86.2	57.6	42.4
1989-90	200	5.6	7.0	4.9	82.5	40.5	59.5
Independent							
1980-81	2,085	5.4	2.1	5.3	87.2	61.2	38.8
1984-85	2,038	4.3	2.8	5.0	87.9	55.3	44.7
1989-90	1,952	3.9	4.2	4.6	87.3	52.8	47.2
Proprietary							
1980-81	--	--	--	--	--	--	--
1984-85	--	--	--	--	--	--	--
1989-90	--	--	--	--	--	--	--
Total							
1980-81	2,915	5.0	2.1	5.1	87.8	61.9	38.1
1984-85	2,823	4.0	2.8	4.6	88.6	56.3	43.7
1989-90	2,737	3.9	4.3	4.4	87.4	52.9	47.1

* Excludes degrees awarded to students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.11

FIRST-PROFESSIONAL DEGREES CONFERRED* BY NEW YORK STATE COLLEGES AND UNIVERSITIES BY RACIAL/ETHNIC GROUP AND GENDER

NEW YORK STATE

1980-81, 1984-85 and 1989-90

Sector and Year	Total Number	Percent Distribution					
		Racial/Ethnic Group				Gender	
		Black	Hispanic	Other Minority**	White	Male	Female
State University of New York							
1980-81	1,064	3.1%	2.2%	1.7%	93.0%	69.3%	30.7%
1984-85	1,104	2.5	2.3	3.1	92.1	67.1	32.9
1989-90	1,047	7.4	3.4	7.0	82.2	57.8	42.2
City University of New York							
1980-81	--	--	--	--	--	--	--
1984-85	--	--	--	--	--	--	--
1989-90	134	16.6	13.5	4.0	65.9	44.0	56.0
Independent							
1980-81	5,395	3.2	2.2	1.5	93.1	68.0	32.0
1984-85	5,879	4.0	3.0	3.1	89.9	62.5	37.5
1989-90	5,976	4.4	3.5	5.3	86.8	58.7	41.3
Proprietary							
1980-81	--	--	--	--	--	--	--
1984-85	--	--	--	--	--	--	--
1989-90	--	--	--	--	--	--	--
Total							
1980-81	6,459	3.2	2.2	1.5	93.1	68.2	31.8
1984-85	6,983	3.8	2.8	3.1	90.3	63.2	36.8
1989-90	7,157	5.0	3.7	5.5	85.8	58.3	41.7

* Excludes degrees awarded to students classified as Nonresident Alien.

** Includes American Indian, Alaskan Native, Asian and Pacific Islander.

TABLE 7.12

ENROLLMENT OF STUDENTS WITH DISABILITIES
IN INSTITUTIONS OF HIGHER EDUCATION
BY TYPE OF DISABILITY

NEW YORK STATE
FALL 1982 TO FALL 1990

Year	Type of Disability							Total Degree-Credit Enrollment	Percent Disabled of Total Enrollment
	Mobility Impaired	Visually Impaired	Acoustically Impaired	Multiple Impairment	Learning Disabled	Other	Total		
Fall 1982	2,600	1,034	1,608	244	NA	4,059	9,545	990,281	1.0 %
Fall 1984	2,560	1,171	2,063	536	NA	3,629	9,959	999,175	1.0
Fall 1986	2,740	1,209	2,265	732	2,885	3,899	13,730	974,179	1.4
Fall 1988	3,230	1,378	2,179	870	4,319	4,092	16,068	984,018	1.6
Fall 1990	2,977	1,305	2,053	1,051	6,415	4,713	18,514	1,027,419	1.8

Note: The enrollment of impaired students data should be used with caution. It was necessary for some institutions to provide estimated data and many institutions provided only a count of students who identified themselves to the institution as having a disability requiring some special consideration or assistance.

TABLE 7.13

ENROLLMENT OF STUDENTS WITH DISABILITIES
IN INSTITUTIONS OF HIGHER EDUCATION
BY POSTSECONDARY SECTOR AND TYPE OF DISABILITY

NEW YORK STATE
FALL 1990

Postsecondary Sector	Type of Disability							Total Degree-Credit Enrollment	Percent Disabled of Total Enrollment
	Mobility Impaired	Visually Impaired	Acoustically Impaired	Multiple Impairment	Learning Disabled	Other	Total		
State University of New York	1,462	631	454	342	3,369	2,436	8,694	403,028	2.2 %
City University of New York	671	229	189	438	922	1,233	3,682	200,700	1.8
Independent	817	440	1,396	265	2,093	1,003	6,014	398,756	1.5
Proprietary	27	5	14	6	31	41	124	24,935	0.5
All Students	2,977	1,305	2,053	1,051	6,415	4,713	18,514	1,027,419	1.8

Note: The enrollment of impaired students data should be used with caution. It was necessary for some institutions to provide estimated data and many institutions provided only a count of students who identified themselves to the institution as having a disability requiring some special consideration or assistance.

TABLE 7.14
U.S. LABOR FORCE PARTICIPATION RATES
(Percent of Population in the Labor Force)
1988

Age	Total	White	Black	Hispanic
Total, 16 - 24	68.4%	71.0%	56.8%	65.3%
16-19	55.3	58.6	40.8	49.6
20-24	78.7	80.6	70.5	76.3
Nonstudents				
16-19	72.7	75.4	59.3	65.5
20-24	83.9	85.8	74.9	78.2
Students				
16-19	44.1	47.5	29.5	34.9
20-24	59.7	61.8	49.6	64.4

TABLE 7.15
CIVILIAN U.S. POPULATION AND EMPLOYMENT
(Millions of 16-24 year-olds)
1988

Category	Total	White	Black	Hispanic
Civilian Population	33.0	27.1	4.7	3.3
Employed	20.0	17.5	2.0	1.9
Percent Employed	60.8%	64.4%	43.2%	56.9%
Male Population	16.2	13.4	2.2	1.7
Employed	10.4	9.1	1.1	1.1
Percent Employed	64.1%	67.5%	47.1%	65.7%
Female Population	16.7	13.7	2.5	1.6
Employed	9.6	8.4	1.0	.8
Percent Employed	57.6%	61.4%	39.6%	46.8%

Note: Hispanic may be of any race and are, therefore, included in white and black categories as well as being shown separately.

TABLE 7.16
NATIONWIDE UNEMPLOYMENT RATES OF YOUTH
1988

Age	Percent Unemployed			
	Total	White	Black	Hispanic
Total, 16 - 24				
16-19	15.3%	13.1%	32.4%	21.9%
20-24	8.7	7.1	19.6	9.8
Nonstudents				
16-19	16.6	14.2	33.6	21.3
20-24	9.2	7.4	20.2	10.1
Students				
16-19	13.9	11.9	30.9	23.2
20-24	6.3	5.4	15.3	7.6

Source for Tables 7.14, 7.15 and 7.16:

Bureau of Labor Statistics, *Employment and Earnings,* Volume 36, No. 1, (USGPO, Washington, DC: Jan 1989) pp. 162-168. Reprinted from James R. Wetzel's American Youth; A Statistical Snapshot Washington,D.C.: Youth and America's Future: The William T. Grant Commission on Work, Family and Citizenship, 1989.

TABLE 7.17

UNEMPLOYMENT RATE OF THE CIVILIAN POPULATION BY AGE GROUP, RACE/ETHNIC GROUP AND GENDER

NEW YORK STATE

1987 TO 1990

Age Group	Total	Race/Ethnic Group			Gender	
		Black	White	Hispanic*	Male	Female
16 Years of Age and Older						
1987	4.9 %	9.3 %	4.2 %	8.3 %	5.2 %	4.4 %
1988	4.2	7.3	3.7	6.3	4.4	3.9
1989	5.1	10.8	4.3	8.0	5.4	4.8
1990	5.2	9.3	4.5	7.4	5.6	4.7
16 -19 Years of Age						
1987	12.1	22.9	10.6	23.6	11.7	12.6
1988	11.8	26.9	9.9	NA	12.3	11.5
1989	14.5	33.5	11.5	27.5	17.1	11.9
1990	13.9	27.9	12.0	20.0	16.0	11.7
20 Years of Age and Older						
1987	4.4	8.6	3.8	7.4	4.8	3.9
1988	3.7	6.3	3.3	NA	3.9	3.5
1989	4.5	9.4	3.8	6.7	4.7	4.3
1990	4.8	8.4	4.2	6.1	5.1	4.3

* Hispanic individuals are also included in the figures for the categories Black and White.

Source: U. S. Bureau of Labor Statistics, Current Population Survey.

TABLE 7.18

NATIONWIDE INCOME BY GENDER, AGE, AND RACE/ETHNICITY

1987

Category	Male		Female	
	15-19	20-24	15-19	20-24
Percent With Income				
Total	67.6%	94.0%	63.7%	90.1%
Whites	71.1	95.8	67.0	91.1
Blacks	50.0	83.7	47.6	86.0
Hispanics	50.3	90.0	42.5	78.8
Average Income Of Those With Income				
Total	$3,256	$ 10,901	$2,965	$8,406
Whites	3,378	11,286	2,998	8,749
Blacks	2,486	8,484	2,829	6,500
Hispanics	4,118	9,693	2,890	7,663

Source: Bureau of Census, *Money Income and Poverty Status:* 1987, Advance Report, (USGPO, Washington, DC: 1988) Series P-60, Number 161, pp. 11-19. Reprinted from James R. Wetzel's American Youth: A Statistical Snapshot Washington, D.C.: Youth and America's Future: The William T. Grant Commission on Work, Family and Citizenship, 1989.

TABLE 7.19

UNITED STATES UNEMPLOYMENT RATES BY EDUCATIONAL ATTAINMENT

1988

Education	Percent Of Nonstudent 16 to 24-year-olds Unemployed			
	Total	White	Black	Hispanic
Total	11.1%	9.2%	23.4%	12.8%
High School				
Did not complete	20.0	17.3	37.4	16.6
Completed	10.1	8.3	21.7	11.1
College				
One to 3 years	6.3	5.0	14.4	6.6
Four or more years	4.8	4.3	7.4	5.8

Source: Bureau of Labor Statistics, *Employment and Earnings,* Volume 36, No. 1, (USGPO, Washington, DC: Jan 1989) pp.168. Reprinted from James R. Wetzel's American Youth: A Statistical Snapshot Washington,D.C.: Youth and America's Future: The William T. Grant Commission on Work, Family and Citizenship, 1989.

TABLE 7.20
WORK DISABILITY AMONG AMERICAN YOUTH

1988

Category	Population (In Thousands)		
	Total	Male	Female
Total, ages 16 to 24	33,453	16,612	16,841
With a limitation:			
Number	1,285	674	610
Percent	3.8%	4.1%	3.6%
With a severe limitation:			
Number	577	312	265
Percent	1.7%	1.9%	1.6%

Source: Bureau of Census, *Labor Force Status of Persons with a Work Disability:* 1981 to 1988, Series P-60, Number 169 (USGPO, Washington, DC: 1989) pp. 16-19. Reprinted from James R. Wetzel's American Youth: A Statistical Snapshot Washington, D.C.: Youth and America's Future: The William T. Grant Commission on Work, Family and Citizenship, 1989.

CONCLUSION

The findings of this report confirm the need for fundamental changes in elementary, middle, and secondary education. Again this year, we have documented the remarkable success of many New York State students on the most rigorous State and national measures of achievement. More students scored above the SRP in 1991 than 1987 on four of the five Pupil Evaluation Program tests. The percentage of students passing Regents examinations in foreign languages has increased dramatically over the last five years. Smaller increases occurred on the earth science and global studies examinations. New York students continued their impressive performance on national programs of student achievement. While New York State accounted for seven percent of all graduates nationwide, State students wrote approximately 18 percent of the Advanced Placement examinations, comprised more than 10 percent of the students commended by the National Merit Scholarship Program, constituted almost 43 percent of the winners in the Westinghouse Science Talent Search, and scored 12 points higher than the national average on the combined College Board Achievement Tests.

Again, however, in too many schools with large numbers of minority students and concentrated poverty, many students left school without diplomas and those that graduated were not prepared for a complex and changing society. Again too many third-graders had not acquired the basic reading proficiency required to succeed in higher grades — and thus, without dramatic changes in the educational system, are destined to follow their brothers and sisters into lives of poverty.

The increases in resources and services — more students served in compensatory and special-education programs, greater access to technology, better prepared and higher-salaried teachers — realized during the past decade have yielded only modest improvements in performance. There are many reasons for these disappointing results, including the concentration of children who live in poverty in certain schools as well as the continued inadequacy of human and material resources in many schools with high percentages of minority children (who are disproportionately poor). But we *know* that children from even the worst circumstances, if given appropriate instruction and support, can succeed in school. We have daily evidence that this is so, demonstrated by caring, effective teachers and children in pockets of excellence obscured by the statewide averages.

The problem is that the educational system — schools as we still organize and run them, prevailing notions of curriculum and instructional method, the existing allocations of responsibility and authority — has become obsolete. Therefore, in the last year, to change the system so that it produces the desired results, the Regents have initiated *A New Compact for Learning*. This new system which we are striving to establish — with the participation and endorsement of educators, public officials, business leaders, parents, and students — is based on certain fundamental principles.

1. ***All children can learn.***

   All children are capable of learning and contributing to society. No child should be permitted to fail.

2. ***Focus on results.***

   Our mission is not to keep school — it is to see that children learn. The energies of all participants should be focused on achieving the desired outcomes. Accountability does not end with following established rules and procedures; its essence is found in results.

3. ***Aim for mastery.***

Minimum competence, while necessary, is not enough. Successful participation in our society demands much more. All children are entitled to a curriculum, to instructional methods, and to adult expectations, which challenge them to perform at their best, and help them to become truly proficient in knowledge and skill.

4. ***Provide the means.***

Every child in New York State is entitled to the resources necessary to provide the sound, basic education which the State Constitution requires. The requirement is not equality of input, but equity of outcome.

5. ***Provide authority with accountability.***

Each participant in the educational system should have the authority needed to discharge effectively his or her responsibility, and each participant should be held accountable for achieving the desired results. This principle applies to all participants in the desired results. This principle applies to all participants in the education process — students, parents, teachers, counselors, librarians, administrators, Board of Education members, others.

6. ***Reward success and remedy failure.***

Achievement of desired results by individuals and groups should be rewarded. The existing system tends to reward those who make no waves. The times demand a system which rewards those who take risks to produce results.

Occasional failure in a large and diverse system is probably unavoidable. However, failure should not be permitted to persist. When it occurs, with either individuals or groups, help should be provided and the situation changed.

Following its approval of *A New Compact for Learning* in March 1991, the Board of Regents has adopted an implementation plan and taken significant steps to put that plan to effect. Specifically, the Board approved, in concept, a regulation that ensures parent and teacher participation in school-based planning and decision making. The Board and Department staff have devised a structure and process, involving a wide range of participants, to set desired learning outcomes benchmarked to high standards and to develop corresponding assessment programs. We have initiated a network and plan to provide the staff development that is required to operationalize the Compact. So that others may benefit from the experience of successful schools, we have created a Partnership Schools Program whose chief aim is to identify those schools that have restructured to produce better results. While much has been done, much more remains to be accomplished.

As we begin 1992, we are aware that the State's fiscal situation continues to be very difficult. At such a time, we can expect limited additional funds to advance these proposals for educational improvement. However, fiscal constraints by no means constitute a reason to delay education reform. Far from it: they provide all the more reason to move this agenda — to move New York State toward a system that links investment in education to demonstrable results. The data presented in this report make a compelling case for change. A time of fiscal constraint is a time to examine every expenditure to maximize the benefit it yields: to reexamine and revise fundamentally the ways in which schools are organized and operated in New York State, and to devise new modes that will produce more satisfactory results.

APPENDIX A: DATA RESOURCES

In August 1987, the New York State Legislature enacted an amendment to Section 215-a of Education Law which requires the Board of Regents to submit an annual report on the educational status of the State's schools. The Chapter 655 amendment specifies the information to be reported, with a strong focus on data related to student performance. An important element of this law, one consistent with the Department's dual commitment to educational excellence and equity, is the requested display of data by racial/ethnic group and gender, on both a statewide and individual district basis "to the extent practicable."

DATA SOURCES FOR THE FEBRUARY 1992 EDITION

The Department relied on its current reporting systems to supply most data for the February 1992 edition of this report: the Basic Educational Data System (BEDS), the Higher Education Data System (HEDS), the School Financial System (SF), and the State Testing Program. BEDS annually collects data from elementary and secondary schools on students, teachers, student support services, school facilities, and school resources. HEDS annually collects data from postsecondary institutions, including enrollments, degrees granted, faculty profiles, and expenditures. The SF system stores the data from the Annual Financial Report for School Districts (Form ST-3). The State Testing Program collects State test results and related information.

Data from these four databases were supplemented by several sources. Information was generated from several reports based on the annual *Current Population Survey* and other governmental statistical reports. Information about results on the Scholastic Aptitude Test was developed with the cooperation of the College Board. Finally, several program offices within the State Education Department contributed both statistical data and programmatic information.

STATUS OF DEPARTMENT DATA-COLLECTION EFFORTS

Currently, the Department routinely collects two categories of data about schools and students. The first is student-specific information. The second is aggregated data, reported to the Department for school buildings and school districts.

The Department gathers student-specific data through a variety of collection forms, such as the New York State High-School-Equivalency Examination answer sheet, the System to Account for Children (STAC) forms (for students with handicapping conditions), and the Regents Scholarship applications. The student-specific STAC data collection forms are also linked to unique case-registration numbers, which permit the implementation of a tracking system for all participating students.

A wide variety of critical data — especially outcome, dropout, and attendance data — is locally recorded on an individual basis, but submitted to the Education Department at the building level. The Pupil Evaluation Program test results, the Regents Competency Test results, and Regents examination results are all examples of routinely submitted, locally aggregated performance data.

With the exception of the student-specific information that is now retrieved, the Department's current capacity to display gender- and race/ethnicity-specific outcome information is limited. For example, current test scores reports submitted by school buildings do not provide statistics by

race/ethnicity and, therefore, do not permit the direct determination of how Black, Hispanic, or White students attending these buildings have performed. Overall building performance may, in fact, mask differences in the performance of racial/ethnic groups, particularly in buildings in which a specific group constitutes a relatively small percentage of the total enrollment. Similarly, the dropout and attendance data now submitted to the Department are aggregated, without gender or race/ethnicity breakdowns. The same limitations of the current data apply to any efforts to determine the level of academic success of children from low-income families.

The need for breakdowns of performance data by race/ethnicity, gender, and poverty status is widely accepted. In response to the need for these data, the Department has periodically conducted specialized sampling studies in order to display testing outcomes by student characteristics. These sampling approaches, however, are designed to be statistically representative of the entire State, not individual school districts or buildings. Sample sizes large enough to be statistically representative of school districts (much less individual buildings) would be prohibitively large. Hence, even with sampling techniques, it is not practical to display statistically reliable outcome data by race/ethnicity, gender, and poverty status at the individual district or building level.

A second strategy the Department uses to relate data about race/ethnicity and poverty status to outcome data is based on currently available information about the composition of school enrollments with respect to race/ethnicity and poverty status. For example, the availability of these data permits the Department to display building-level performance outcomes by the percentage of the minority enrollment. Such data, however, do not reveal whether the overall building performance masks differences in test scores among groups of students.

The Department is also a major participant in (and has received the legislative support for supplementing) the National Education Longitudinal Survey (NELS: 88) being conducted by the National Opinion Research Center. Data were collected from a sample of eighth-grade students during the spring of 1988. These students are being tracked over time and extensive data on academic achievement, aspirations, family and parent involvement, and school environment are being collected. Sample size is sufficient to ensure accurate generalizations at the State level for students of different racial/ethnic and socioeconomic backgrounds, providing a wealth of data relevant to policymaking. Because of the special augmentation to the original sample, these data not only support an analysis of specific population groups statewide, but also provide information for New York City in particular. An analysis of the 1988 New York State data has been completed and is summarized in this report.

In summary, the Department has the capacity to respond to a variety of policy questions involving students of different racial/ethnic backgrounds and gender, especially at the statewide level. The capacity to display specific outcome information for different student groups, however, is limited and is currently addressed primarily through specialized sampling studies.

DEPARTMENT INITIATIVES RELATED TO DATA COLLECTION AND ANALYSIS

To enhance the capacity to display racial/ethnic- and gender-specific data, the Department is reviewing its data collection procedures and redesigning student answer sheets and other school forms to collect these data. The Department has also undertaken several major initiatives to ensure that data collection and analysis become integrated with and support critical planning, supervision, and evaluation activities at both the State and local levels. These initiatives include Technology Network Ties (TNT), the Student Information System (SIS), and the Fiscal Profiles project.

Technology Network Ties (TNT)

This program integrates computer hardware, software, and communications technologies in a comprehensive statewide network linking school districts, BOCES, libraries, and other educational agencies with the State Education Department. The goal of the program is to support and enhance the teaching/learning environment through increased access to, and sharing of, instructional services and management applications in the schools. The primary focus is to network schools and BOCES across the State and integrate their information needs to provide timely and accurate reporting systems and outlets for sharing state-of-the-art instructional information.

School districts connected to the TNT backbone have the capacity to pilot new modes of instructional delivery, report student progress on an individual basis, make strategic decisions based on management information supported in the system, and reduce the burden of paperwork by reporting data electronically to the State Education Department.

Currently, the TNT backbone links the nine BOCES Regional Information Centers and New York City with the State Education Department. From each site, there are interconnections to all 41 BOCES and over 425 school districts. More than 1,000 school buildings in New York State are connected to the network. School districts have been informed that all required State data reporting is expected to be done electronically via TNT by July 1, 1993.

Student Information System (SIS)

The Student Information System is a mainframe-based software application that provides school district administrators and teachers with key information about students. The information can be used for management tasks such as attendance tracking and grade reporting. It can also be used to inform decisions through the provision of basic demographic and performance information for individual students. The system provides the capability to look at trends for specific groups of students; for example, it can identify students, track their progress, and gather evaluation information.

Such information will provide the base for a statewide data depository on students. The data depository, in turn, will generate analysis of different services and performance based on specific characteristics of learners. SIS information has been kept consistent statewide through the coordination of the Big 5 city districts' SIS system with the BOCES system via TNT. Thus, a common core of student information is maintained to meet State reporting requirements and to provide a common basis for sharing information across districts. The Student Information System will eventually connect every school building in each of the Big 5 city districts to district offices and to TNT. TNT also provides the standards and protocols for communicating and moving data, including the SIS data, statewide.

The Student Information System is designed to address multiple needs, ranging from operational needs in the school building to the policy needs at the central board and State. The system is not designed to be implemented "top-down"; it provides immediate and tangible benefits for those using the system at the school building. The system is designed to meet current and anticipated information needs, to support better decision making regarding resource allocation, to improve services to students, and to provide information for State policymakers on matters such as the usefulness of current laws and regulations in ensuring that young people receive the educational services they need.

The system will provide schools with capabilities such as automating daily student attendance records. It will also reduce data-collection tasks for teachers and principals, allowing them time to use this information to make decisions about instruction, programs, and pupil services. More accurate, complete, and timely data will be available. Once comprehensive networks are in place that link all buildings in each of the Big 5 cities, students will be tracked and accounted for in a way that has never been possible.

Fiscal Profiles of School Districts

The Education Department has developed a computerized reporting system, the School District Fiscal Profiles, which provides a detailed and comprehensive view of spending, revenue, staffing, salary, and educational performance trends in districts. The profiles are derived from data submitted by school districts. Generating the profiles requires the merging of many computerized files from several different databases and the calculating of statistics not previously used by the Department. The Department publishes the School District Fiscal Profiles annually.

REGENTS POLICY

In developing these data collection and analysis initiatives, the Regents and the Department addressed several policy questions concerning the purposes of data collection and analysis, the importance of individual student data, the appropriate use of technology, and the need for a common, integrated database.

Information is crucial for decision making. Teachers and administrators must have reliable, accurate, and timely information about all their students, provided in ways that make it easy to analyze student progress individually and by groups. At the same time, by law, information about individuals must be kept secure and confidential. The Regents therefore support the prosecution, to the full extent of the law, of any individual or group that accesses or uses information in an unauthorized manner, or uses information systems (or the information they contain) maliciously, destructively, or for personal gain.

The Regents support local district planning to use technology in management and in support of instruction. This process must examine hardware and software, sources of funding, and the relationship of these with curricular objectives, focusing on technology as a supportive tool, rather than an end in itself.

APPENDIX B: ANNOTATED BIBLIOGRAPHY

For further information, the reader is referred to the following State Education Department Publications. These publications may be ordered from the New York State Education Department, Publications Distribution Unit, Albany, New York 12234. Telephone Number: (518) 474-3806.

For future information, the reader may communicate with the contact persons listed.

CENTRAL ADMINISTRATION

Fiscal Analysis and Services Unit

Title	*Description*
Analysis of School Finances In New York State School Districts	The Analysis summarizes school district expenditures by comparing various percentiles of operating expenditures per pupil, by describing the magnitude of the disparity in approved operating expenditure per pupil between districts in the 10th and 90th percentiles of expense, and by providing a series of decile tables ranked on several district wealth measures. This report is published annually. Contact Person: Darlene Tegza Principal Education Planner, Fiscal Analysis and Services Unit New York State Education Department Room 216 Albany, NY 12234 Telephone: (518) 474-5213

Title	Description
Third Annual School District Fiscal Profile Report	A comprehensive statistical profile of revenue and expenditure patterns covering a 5-year period. This profile is designed to address a variety of policy-related questions concerning changes in expenditure priorities; shifting patterns of state, local, and federal revenues; and changes in selected fiscal and educational characteristic of school districts. Both district and aggregated data are shown. This report is published annually. Contact Person: Richard Glasheen Associate in Educational Finance Research, Fiscal Analysis and Services Unit New York State Education Department Room 216 Albany, NY 12234 Telephone: (518) 474-5213

OFFICE OF ELEMENTARY, MIDDLE, AND SECONDARY EDUCATION

Division of Educational Testing

Comprehensive Assessment Report *Comprehensive Assessment Report Reference Group Summaries* *Guide to the Comprehensive Assessment Report*	This report summaries State test data and other information, such as dropout and attendance rates, for the past three years. It is produced annually for each school and school district as well as selected reference groups. Contact Person: Carolyn Byrne Director, Division of Educational Testing New York State Education Department Room 773 - EBA Albany, NY 12234 Telephone: (518) 474-5902

Information Center on Education

Title	*Description*
Public School Enrollment and Staff	Public school enrollment and staff data for each public school district for the current school year are presented. This publication is available in the spring.
Nonpublic School Enrollment and Staff	Nonpublic enrollment and staff data are presented in summary and disaggregated form (by county and religious affiliation). The publication is available in the spring.
Racial/Ethnic Distribution of Public School Students and Staff	Historical and current data (by school district) on the racial/ethnic distribution of public school students and staff are presented in this publication, which is available in the spring.
Distribution of High School Graduates and College-Going Rate	Available in the spring, this publication shows historical and current disaggregated data (by county) for both public and nonpublic high school graduates.
Annual Educational Summary: Statistical and Financial Summary of Education in New York State	This publication continues an annual time series begun in the early 1900s. It presents pertinent statistics for the current school year and trends for earlier years. While emphasis is placed on summary tables and figures, individual school district data for revenues, expenditures, property value, and attendance are shown.
Projections of Public and Nonpublic School Enrollment and High School Graduates	This report, published periodically, presents 10-year enrollment projections by grade within geographic region.
Projections of Public School Classroom Teachers	Published periodically, this report presents five-year projections of public school classroom teachers, teacher position vacancies, and vacancies to be filled by newly trained teachers. Projections are displayed by subject area for New York State, New York City, and the State excluding New York City.
Directory of Public Schools and Administrators	Published in the early fall, this is the sole reference available which shows names, addresses, and telephone numbers of chief school officers and school principals.

Title	Description
Directory of Nonpublic Schools and Administrators	Published in the early fall, this is the sole reference available showing names, addresses and telephone numbers of nonpublic school principals. It also shows the registration status of nonpublic high schools.
Women Administrators in New York State Public Schools	Published periodically, this report presents historical trends on the status of women administrators in the public schools of New York State. The latest report covers the period 1968-69 through 1987-88 and includes information on educational preparation and patterns of employment of women administrators and all persons employed as school administrators.
Public School Professional Personnel Report	A detailed presentation of the demographic characteristics of public school professional staff for the current school year. This publication is available in the spring.

Contact Person:

John Stiglmeier
Director, Information Center on Education
New York State Education Department
Room 385-EBA
Albany, NY 12234

Telephone (518) 474-7965

OFFICE OF POSTSECONDARY EDUCATION

Office of Postsecondary Policy Analysis

Title	*Description*
College and University Opening Fall Enrollment	Published in the winter, this publication presents opening fall enrollment data by level and institution for the current academic year.
College and University Admissions and Enrollment	Published after the close of academic year, this report presents a detailed analysis of admissions and enrollments in summary and disaggreagated (by college) form.
College and University Degrees Conferred	Published after the close of the academic year, this report presents a detailed analysis of degrees conferred in summary and disaggregated (by college and subject area) form.
College and University Racial/Ethnic Distribution of Degrees Conferred	This annual publication presents racial/ethnic data by type of institution and level of student.
College and University Racial/Ethnic Distribution of Enrollment	This annual publication presents racial/ethnic data in both summary and disaggregated (by control, level of student, and subject area) form.

Contact Person:

James Brady
Chief, Office of Postsecondary Policy Analysis
Higher Education Data System
New York State Education Department
Room 5B44 CEC
Albany, NY 12230

Telephone: (518) 474-3874

APPENDIX C

GLOSSARY
STATISTICS FOR NONPUBLIC SCHOOLS

STUDENTS

- **Total Enrollment:** The number of students enrolled in kindergarten through grade 12 plus those in ungraded classes for children with handicapping conditions, 1990-91. Source: Basic Educational Data System.

- **Percent Black:** The number of enrolled Black (not Hispanic) students divided by the total district enrollment, 1990-91. Source: Basic Educational Data System.

- **Percent Hispanic:** The number of enrolled Hispanic students divided by the total district enrollment, 1990-91. Source: Basic Educational Data System.

- **Percent Other:** The number of enrolled other minority students divided by the total district enrollment, 1990-91. Other minority groups include American Indian, Alaskan Native, Asian and Pacific Islander. Source: Basic Educational Data System.

- **Percent White:** The number of enrolled White (not Hispanic) students divided by the total district enrollment, 1990-91. Source: Basic Educational Data System.

- **Annual Attendance Rate:** The average daily attendance divided by possible average daily attendance, 1989-90. Source: Office of Educational Finance and Management Services.

- **Dropout Rate:** The number of dropouts, between July 1, 1989 and June 30, 1990, divided by the grades 9-12 enrollment including the portion of ungraded secondary enrollment that can be attributed to grades 9-12 expressed as a percentage. A dropout is defined as any pupil who left school prior to graduation for any reason except death and did not enter another school or high school equivalency preparation program. Source: Basic Educational Data System.

- **Percent Free/Reduced Lunch:** The number of students in kindergarten through grade 12 participating in the free and reduced price lunch program divided by the total enrollment in those grades as reported in October of 1990. Participation in the program is voluntary and, therefore, the statistic contained in the table may be an underestimate of the number of students eligible. Also, the percentage of eligible students who participate varies across districts. Source: Bureau of School Food Management and Nutrition.

- **L.E.P. Rate:** The number of students of limited English proficiency (as defined by Section 154.2(a) of the Regulations of the Commissioner of Education) divided by the total district enrollment expressed as a percentage, 1990-91. Source: Basic Educational Data System.

- **Percent of Graduates Who Received Regents Diplomas:** The number of high school graduates who received Regents Diplomas divided by the total number of diplomas granted, 1990-91. Source: Division of Educational Testing.

- **Percent to College:** The number of 1989-90 high school graduates entering four-year, two-year, or other postsecondary institutions, as reported by school principals in the fall of 1990, divided by total high school graduates. Source: Basic Educational Data System.

FACULTY

- **Pupil-Teacher Ratio:** The total district enrollment divided by the number of full and part-time public school classroom teachers, 1990-91. Source: Basic Educational Data System.

- **Percent Minority Teachers:** The number of minority public school classroom teachers divided by the total number of public school classroom teachers, 1990-91. Minority teachers include teachers in any of the following racial/ethnic categories: Black (Not Hispanic), Hispanic, American Indian, Alaskan Native, Asian and Pacific Islander. Source: Basic Educational Data System.

- **Annual Teacher Turnover Rate:** The number of public school teachers who were employed in 1989-90 but not in 1990-91 (including teachers on leave of absence) divided by the total number of public school teachers employed in 1989-90 expressed as a percentage. Source: Basic Educational Data System.

- **Teacher Median Salary:** The median salary of full-time public school classroom teachers, 1990-91. Source: Basic Educational Data System.

- **Percent of Teachers With Permanent Certification:** The number of public school classroom teachers with permanent certification divided by the total number of public school classroom teachers, 1990-91. Source: Basic Educational Data System.

- **Percent of Teachers With Provisional Certification:** The number of public school classroom teachers with provisional certification divided by the total number of public school classroom teachers, 1990-91. Source: Basic Educational Data System.

- **Percent of Teachers With Other:** The number of public school classroom teachers teaching more than 20 percent of their time in a subject for which they hold no certification or a Temporary License divided by the total number of public school classroom teachers, 1990-91. Source: Basic Educational Data System.

- **Median Years Experience of Teachers:** The median years of total educational experience of public school classroom teachers, 1990-91. Source: Basic Educational Data System.

- **Percent of Teachers With Master's Degree Plus 30 hours or Doctorate:** The number of public school classroom teachers with a Master's Degree plus 30 hours or a Doctorate divided by the total number of public school classroom teachers, 1990-91. Source: Basic Educational Data System.

EXPENDITURES

- **Per Pupil (CAADM):** The expenditure measure used for this calculation includes all expenditures charged to the General, Debt Service, and Special Aid Funds, but excludes expenditures for tuition, transportation, and debt service. The pupil measure is the calculated adjusted average daily membership (CAADM) and includes students enrolled in district programs and handicapped pupils educated in district, BOCES, and Section 4402 programs. Prekindergarten and half-day kindergarten pupils are weighted at 0.5, 1989-90. Source: Third Annual School District Fiscal Profile Report.

- **Percent for Central Administration:** Expenditures for central administration divided by total expenditures. Central administration expenditures include chief school officer, business office, purchasing, personnel, public information, research, planning and evaluation, and fees for fiscal agents, 1989-90. Source: Third Annual School District Fiscal Profile Report.

NOTE: All expenditure percentage calculations defined below are based on expenditure categories as defined in the Third Annual School District Fiscal Profile Report. In particular, the total expenditure figure used for calculating the percentages **includes** expenditures for tuition, transportation and debt service.

- **Percent for Central Administration:** Expenditures for central administration divided by total expenditures. Central administration expenditures include chief school officer, business office, purchasing, personnel, public information, research, planning and evaluation, and fees for fiscal agents, 1989-90. Source: Third Annual School District Fiscal Profile Report.

- **Percent for Instruction:** Expenditures for instruction divided by total expenditures. Instructional expenditures include salaries paid to K-12 teachers, instructional salaries for pupil personnel services, salaries for curriculum development and supervision, BOCES instructional expenditures, tuition, and other instructional expenses, 1989-90. Source: Third Annual School District Fiscal Profile Report.

- **Percent for Transportation:** Expenditures for transportation divided by total expenditures, 1989-90. Source: Third Annual School District Fiscal Profile Report.

- **Percent for Operation and Maintenance:** Expenditures for operation and maintenance of the physical plant divided by total expenditures, 1989-90. Source: Third Annual School District Fiscal Profile Report.

- **Percent for Other:** This category consists of all other expenditures divided by total expenditures. Included in this other category are expenditures for Board of Education, community services programs, undistributed expenses (including employee benefits), and certain interfund transfers, 1989-90. Source: Third Annual School District Fiscal Profile Report.

TEST RESULTS

- **Pupil Evaluation Program Percent Above State Reference Point:** The percent of students tested scoring above a minimum level of competence. These pupils are considered to be making normal progress in developing the basic skills of reading comprehension, mathematics and writing, 1990-91. Source: Division of Educational Testing.

- **Program Evaluation Tests:** The quartiles (for science) and the percentile ranks (for social studies) are based on frequency distributions of mean scores for all public and nonpublic schools in the state administering the science and/or social studies tests. The quartiles and percentile ranks provided for the total district represent the quartiles and percentile ranks of the "average school" in the district, 1990-91. Source: Division of Educational Testing.

- **Preliminary Competency Test Percent Above State Reference Point:** The percent of students tested making normal progress in developing the basic skills of reading comprehension and writing, 1990-91. Source: Division of Educational Testing.

- **Regents Examinations:** Percent of average 9-12 enrollment tested, percent passing of number tested and the number of students passing the examination as a percent of the average grade enrollment are shown for the following June 1991 Regents examinations: Comprehensive English, Global Studies, United States History and Government, Comprehensive French, Comprehensive Spanish, Sequential Math I, Sequential Math II, Sequential Math III, Earth Science, Biology, Chemistry, and Physics. The percent of the average 9-12 enrollment tested may be over 100 percent if the enrollment of the grade in which an examination is administered is larger than the other high school grades and all pupils in the grade took the examination. In addition, the percent may be greater than 100 percent if a large number of eighth graders are tested. Source: Division of Educational Testing.

TABLE 1
STATISTICS FOR NONPUBLIC SCHOOL DISTRICTS
FEBRUARY 1992 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Enrollment					Annual Attendance Rate	Dropouts and Youth at Risk			Graduates	
	Total	Percent White	Percent Black	Percent Hispanic	Percent Other		Dropout Rate	Percent Free/ Reduced Lunch	LEP Rate	Percent Regents Diploma	Percent to College
New York City	267,838	58.3	19.3	17.9	4.5	NA	0.3	NA	5.9	29	89.6
Other Nonpublic	209,269	84.7	8.7	4.1	2.5	NA	0.3	NA	1.4	41	92.0
Total Nonpublic	477,107	70.0	14.6	11.8	3.6	NA	0.3	NA	3.9	34	90.5

TABLE 2
STATISTICS FOR NONPUBLIC SCHOOL DISTRICTS
FEBRUARY 1992 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Classroom Teachers									Expenditures					
	Pupil Teacher Ratio	% Minority	Annual Turnover Percent	Median Salary	Certification			Median Years Exp.	Percent Master's +30 or Doctorate	Per Pupil (CAADM)	Percent for:				
					Percent Permanent	Percent Provisional	Percent Other				Cntrl Admin	Instr	Trans	Op. & Maint	Other
	NOT AVAILABLE														

TABLE 3
STATISTICS FOR NONPUBLIC SCHOOL DISTRICTS
FEBRUARY 1992 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Pupil Evaluation Program % Above SRP					Program Evaluation Tests Quartile/Percentile Rank of Mean Score					PCT % Above SRP	
						Grade 4 Science						
						Objective Test		Manipu-lative Skills	Grade 6 Social Studies	Grade 8 Social Studies	Grade 8 Reading	Grade 8 Writing
	Grade 3 Reading	Grade 3 Math	Grade 5 Writing	Grade 6 Reading	Grade 6 Math	Content	Skills					
New York City	80.7	89.7	86.1	82.0	84.5	2	2	1	24	41	93.3	95.8
Other Nonpublic	90.1	95.9	93.6	90.8	95.2	3	3	3	62	67	97.1	98.2
Total Nonpublic	84.9	92.5	89.4	85.7	91.9	2	2	2	44	52	94.8	96.8

TABLE 4
STATISTICS FOR NONPUBLIC SCHOOL DISTRICTS
FEBRUARY 1992 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Regents Examinations											
	Comprehensive English			Global Studies			U.S. History/Government			Comprehensive French		
	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing
New York City	52.4	91.2	47.8	71.4	85.3	61.0	65.2	93.2	60.8	8.6	96.7	8.3
Nonpublic	61.7	95.4	58.9	72.0	89.4	64.4	66.6	95.1	63.3	16.7	98.0	16.4
Total Nonpublic	56.2	93.1	52.3	71.7	87.0	62.3	65.8	94.0	61.8	11.9	97.4	11.6

TABLE 5
STATISTICS FOR NONPUBLIC SCHOOL DISTRICTS
FEBRUARY 1992 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Regents Examinations											
	Comprehensive Spanish			Sequential Math I			Sequential Math II			Sequential Math III		
	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing
New York City	36.2	96.1	34.8	72.7	67.9	49.4	61.6	68.7	42.3	48.2	64.4	31.0
Other Nonpublic	39.6	96.6	38.3	79.1	76.8	60.8	65.9	75.8	49.9	52.8	72.7	38.3
Total Nonpublic	37.6	96.3	36.2	75.3	71.7	54.0	63.3	71.7	45.4	50.1	68.0	34.0

TABLE 6
STATISTICS FOR NONPUBLIC SCHOOL DISTRICTS
FEBRUARY 1992 REPORT TO THE GOVERNOR AND THE LEGISLATURE

Nonpublic Location	Regents Examinations											
	Earth Science			Biology			Chemistry			Physics		
	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing	% of Enroll Tested	% Passing	% of Avg Enr Passing
New York City	21.7	69.7	15.1	72.0	70.0	50.4	49.5	69.0	34.2	17.8	78.6	13.9
Other Nonpublic	46.2	79.6	36.8	73.4	83.0	60.9	53.6	78.7	42.2	22.0	87.3	19.2
Total Nonpublic	31.7	75.6	24.0	72.6	75.3	54.7	51.2	73.1	37.4	19.5	82.6	16.1

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